DECEMBER 2006

Our Heritage Future
A Shared Responsibility

VOLUNTARY PLANNING
A Citizen Policy Forum

Recommendations for Nova Scotia's Heritage Strategy

Final Report of the Voluntary Planning Heritage Strategy Task Force

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Cover images
[top] Nova Scotia Multicultural Festival, Dartmouth Waterfront
[middle left] Highland Village
[middle centre] Shand House
[middle right] Black Loyalist Heritage Museum
[bottom left] Bear River First Nation Cultural and Heritage Centre
[bottom right] Acadian Village Dancers

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Table of Contents

Foreword v
Acknowledgements vi
Executive Summary vii

Introduction 1

Foundations for a Heritage Strategy 5
- Understanding Heritage and Strategy 5
- Mission: The Role of Heritage in Our Society 6
- Vision 7
- Guiding Principles 8
- Planning Context 9

Issues, Opportunities, and Challenges 11
- Heritage Promotion 11
- Intangible Cultural Heritage 13
- Cultural Diversity 16
- Museums 22
- Archives 26
- Heritage Workers 29
- Built Heritage 30
- Cemeteries 33
- Archaeology and Paleontology 35
- Underwater Cultural Heritage 39
- Natural Heritage 41
- Publishing 46
- Education 48
- The Governance of Heritage 53
- Planning 54

Conclusion: Over to Government 56

List of Recommendations 57
Bibliography 61
Appendices 67

Foreword

Voluntary Planning serves Nova Scotians as their Citizens' Policy Forum. This unique organization is an arm's-length part of government enabling Nova Scotians to provide advice directly to the Premier, Cabinet and senior government officials.

On this occasion, as with past Voluntary Planning efforts, we assembled a highly capable and credible cast of volunteers knowledgeable on the central issues of heritage and who bring a diverse mix of perspectives to bear on the discussion at hand.

Collectively, these dedicated Heritage Strategy Task Force members have participated in 22 community hall meetings, met with numerous stakeholder and community organizations, reviewed dozens of research papers, considered hundreds of written submissions and met, on many occasions, to reach consensus.

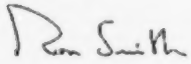
The Voluntary Planning Board of Directors has reviewed and approved the final report of the Heritage Strategy Task Force. As Board Chair, I wish to affirm that the Heritage Strategy Task Force has adhered to the principles of Voluntary Planning in conducting their work.

In particular the Task Force has:

- conducted inclusive and extensive consultations that allowed for feedback on an interim position;
- thoroughly researched the subject and considered best practices in other jurisdictions; and
- operated in a non-partisan, transparent manner and in the best interest of all Nova Scotians.

By virtue of such an extensive dialogue, the Government of Nova Scotia is now in an excellent position to finalize our province's official heritage strategy. We wish those responsible for developing and implementing this strategy the greatest possible success.

Sincerely,



Ron Smith
Chair, Voluntary Planning Board of Directors

Acknowledgements

The task force extends our thanks to those who attended our community meetings and to those who sent us their thoughts and ideas in writing.

We want to recognize all the heritage workers, paid and volunteer, for their dedication to the stewardship of Nova Scotia's heritage.

Thanks as well to the people who met with us to share their experience, including heritage specialists, representatives of stakeholder organizations, and various government officials.

We appreciate the efforts of the Offices of Aboriginal Affairs, Acadian Affairs, African Nova Scotian Affairs, and the Multicultural Association of Nova Scotia who helped to make our consultations as inclusive as possible.

Executive Summary

Can you imagine Nova Scotia without old town Lunenburg or Halifax without its fortress at Citadel Hill? Can you imagine not having burial grounds and cemeteries to mark the final resting places of those who have gone before us? Can you imagine not having any stories and songs passed down from one generation to the next or our beautiful rugged coastline without any lighthouses? Most Nova Scotians would not be able to picture any of these things, because they expect that their heritage will always exist. This is of course not the case.

Heritage workers and volunteers render a tremendous public service to Nova Scotians through their special devotion to heritage and their willingness to go above and beyond the call of duty time and time again. Having done so much with so little for so long, many these talented workers and volunteers are now feeling tired and discouraged. They are wondering who will take up their work after them and what will attract young people to careers in the heritage sector. They are thirsty for training and expert resources to support them in their work. They are also looking for a financially stable and sustainable museum system so that they can stop worrying about fundraising to fix leaky roofs and return to the curatorial, research and interpretation work they love. The need to attract and retain talent is a concern for all organizations—the heritage sector is no exception and a heritage strategy needs to deal specifically with the human resources required to achieve its ends.

Provincial funding in heritage can yield excellent social and economic returns. Tourists are attracted by what makes us unique and interesting—our heritage. Socially, the benefits of heritage are incalculable. Heritage instills and reaffirms our very identity as a people. It is a source of positive self-image and pride. Heritage creates a sense of unity, cohesiveness, and belonging. Heritage fosters an appreciation for other cultures. It contributes greatly to our quality of life.

Unfortunately, the social and economic benefits of heritage have not been fully realized in Nova Scotia. With such an amazing array of potential benefits within our grasp, we call upon the government of Nova Scotia to provide substantially more financial and legislative support. Nova Scotians must become better stewards of our tangible, intangible, and natural heritage[1] so all Nova Scotians will know, appreciate, and experience the heritage that shapes our province.

We can accomplish so much more with a greater commitment to heritage. However, no level of government, no collection of stakeholder organizations, and no assembly of individuals can do this alone. Heritage is a shared responsibility. Without a supportive and pro-active environment, we risk losing one of our most valuable and irreplaceable possession, our heritage. One wrecking ball, one fire, or

1 Tangible cultural heritage includes our artifacts, buildings, and records. Intangible cultural heritage includes our folklore, language, and oral history. Natural heritage includes our land, water, and air

one bad decision by citizens, planners, or politicians can destroy hundreds or even thousands of years of embodied history.

The partnership between the Department of Tourism, Culture and Heritage and the Federation of Nova Scotian Heritage to commission this comprehensive, arm's-length study demonstrates a strong desire to provide strategic leadership. Hundreds of Nova Scotians, representatives from dozens of stakeholder organizations, and many heritage specialists contributed to our task force report and recommendations. The task force considered all that it learned and discussed issues in depth before arriving at a consensus. With the release of our final report, the Government of Nova Scotia can now act with confidence and without delay to finalize and implement a provincial heritage strategy.

We make 59 recommendations in 16 subject areas. They include the need to do more about our intangible cultural heritage; increase the emphasis on Mi'kmaw, Acadian, and African Nova Scotian cultures; restructure and revitalize Nova Scotia's museum framework; develop regional archives and provide archival funding for community museums; provide greater protection and funding for built heritage; increase support for community groups involved in heritage-related cemetery work; institute an archaeological and a paleontological research agenda; amend the Special Places Protection Act, repeal the Treasure Trove Act, hire a marine archaeologist, and fund an underwater cultural research agenda; complete Nova Scotia's Protected Areas Network; develop a coastal management plan; undertake a full review of Nova Scotia's industrial forestry practices; expand upon efforts to identify, enhance, and protect natural viewscapes and cultural landscapes; review professional staffing needs and compensation within the heritage division and the Nova Scotia Museum; create a promotions plan to enhance our collective heritage consciousness; develop heritage products and experiences as an integral part of our tourism strategy; increase funding to publishers of heritage-based content; move to adopt greater use of the Internet; review and improve the systems in place to preserve our documentary heritage; establish a joint education forum of heritage workers and educators; establish a Deputy Ministers' Committee on heritage and a Nova Scotia Heritage Council; and encourage all municipalities to establish heritage advisory committees.

Clearly, we propose a challenging agenda for the provincial government and for all Nova Scotia's heritage partners. When the Province of Nova Scotia completes its heritage strategy, our province's strategic directions and priorities for heritage will be made clear. All levels of government and all heritage partners must collaborate to achieve the stated objectives and maximize our investments in heritage.

Introduction

In spring 2005, Voluntary Planning began recruiting members for a Heritage Strategy Task Force. Voluntary Planning's mandate came from the Province of Nova Scotia through the Department of Tourism, Culture and Heritage in partnership with the Federation of Nova Scotian Heritage.

Eleven task force members were recruited by advertising in newspapers and by Voluntary Planning directly. Voluntary Planning selected members to be broadly representative of Nova Scotia's diverse population and our province's regions. The task force members also represent a cross-section of experience and knowledge on heritage.

Voluntary Planning was asked to conduct public consultations and to investigate all facets of heritage before making high-level policy recommendations on a heritage strategy for Nova Scotia. We were not asked to create the strategy. Our work was to build a base—through consultation and consensus building— upon which a future heritage strategy will be designed by the provincial government.

INITIAL CONSULTATIONS

In keeping with Voluntary Planning's traditional approach, this involved a call for public submissions and a series of community hall meetings throughout the p. vince. Nearly 1000 people attended the 22 com nunity meetings held during November 2005. Du ing these meetings, 322 people took the opportunity to address the task force at the microphone. We received 300 written submissions. The task force also took several days to meet directly with representatives of many stakeholder organizations and other heritage specialists.

To be as inclusive as possible, the task force met with members from the Mi'kmaw community, the Acadian community, and the African-Nova Scotia community. We also met with representatives from the Atlantic Jewish Council, the Chinese Association of Nova Scotia, the Arab-Canadian Association of the Atlantic Provinces, the Indo-Canadian Association of Nova Scotia, the German-Canadian Association of Nova Scotia, the Scandinavian Society of Nova Scotia, and the Canadian Lebanon Society.

RESPONSE TO OUR INTERIM REPORT

The interim report released by the task force in June 2006 contained 49 recommendations on a range of issues facing Nova Scotia's cultural and natural heritage. We asked that people comment on this work and allowed until September 25, 2006, for submissions to be mailed, faxed, phoned, or emailed. We posed the following questions both in our interim report and on our web-based response form to stimulate discussion:

Are there certain recommendations you really like or really dislike?
What recommendations should be acted upon first?
Is there something the task force has not considered?
Do you have any other comments?

One hundred and ninety people wrote to us directly or on behalf of a museum, society, association,

municipality, provincial government department, or corporation. Most were appreciative of what the task force had been able to accomplish. And many offered their advice on how to make the report better by pointing out a correction, identifying issues we did not address, or highlighting additional research for our consideration. Some people disagreed with one or more of our recommendations. All submissions were valued contributions.

ADDITIONAL STAKEHOLDER MEETINGS

We also met with representatives from the following organizations or interest groups to gain a greater appreciation for their positions:

Forest Products Association of Nova Scotia
Policy Advisor and Executive Assistant to the Minister for Gaelic Initiatives
The Federation of Nova Scotian Heritage
The Atlantic Group of Conservators
The Federation of Nova Scotia Woodland Owners
The Nova Scotia Arts and Culture Partnership Council

We hope our final report demonstrates that we have listened. Those who wrote to us and those with whom we met should see that many of their ideas have been considered, if not adopted.

CHANGES FROM THE INTERIM REPORT IN ALPHABETICAL ORDER BY TOPIC

We changed our report by adding new sections or recommendations, removing some, and modifying others. Although we attempt to highlight the major changes here, we have made minor changes throughout without specific mention.

The following notes highlight the more significant changes to the interim report. Page numbers are given for ease of reference.

ARCHIVES

- Modified our recommendation on regional archives to include housing them within regional libraries or universities, if that is more appropriate for a particular part of the province. Pg 27
- Expanded our recommendation about Community Museum Assistance Program (CMAP) funding to include amounts for local work in archives and genealogy. Pg 28

CEMETERIES

- Expanded our discussion of cemeteries to include all cemeteries, not only those considered or declared abandoned. Pg. 33
- Added a recommendation to amend the Cemeteries Protection Act so that it can be used to achieve its intended purpose. Pg 34

CONSERVATION OF COLLECTIONS

- Included new discussion on the importance of conservation and collections care. Pg. 24
- Added a recommendation to establish and staff a conservation lab within the Nova Scotia Museum Pg. 24

CONSERVATION DISTRICTS

- Added a recommendation calling for provincial funding to help municipalities plan for the creation of heritage conservation districts. Pg 32

CULTURAL DIVERSITY

- Expanded our discussion about the patterns of immigration to Nova Scotia. Pg 16

DOCUMENTARY HERITAGE

- Included new discussion of our documentary heritage. Pg 47
- Added a recommendation to review and improve systems to protect Nova Scotia's documentary heritage and make it accessible. Pg 48

FOUNDATIONS FOR A HERITAGE STRATEGY

- Added three recommendations to capture the roles, definition, and vision for heritage. Pg 10

GAELIC CULTURE

- Expanded our discussion on Gaelic culture. Pg 14

HERITAGE PROMOTION

- Moved this section to appear earlier in the report. Pg 11

HERITAGE WORKERS

- Added a new section on heritage workers. Pg 29
- Strengthened our recommendation concerning the level of professional staffing in the heritage division and the Nova Scotia Museum Pg. 30
- Added a recommendation in support of heritage volunteers, asking the government to move quickly to adopt a heritage strategy and to substantially increase overall funding for heritage. Pg 30

INDUSTRIAL FORESTRY

- Expanded our discussion of industrial forestry by including the industry's position. Pg 45
- Changed our recommendation to eliminate the reference to forest certification systems. Pg 46

INTERNET

- Added a recommendation to adopt and develop more online video and interactive media. Pg 11

MUSEUMS

- Placed high priority on museum restructuring. Pg 22
- Clarified our recommendation around museum restructuring, which should be based on an interpretive plan. Pg 24
- Added emphasis on the need for substantial new investments in museums. Pg. 24

NATURAL VIEWSCAPES AND CULTURAL LANDSCAPES

- Added a section on natural viewscapes and cultural landscapes. Pg 45
- Added a recommendation to increase efforts to identify, enhance, and protect natural viewscapes and cultural landscapes. Pg 46

PALEONTOLOGY

- Expanded upon the distinction between archaeology and paleontology. Pg 35
- Included more information about the global significance of Nova Scotia's paleontological heritage. Pg 37

PROPERTY ASSESSMENT

- Eliminated references to changing the assessment system. Pg 30

Foundations for a Heritage Strategy

An effective heritage strategy requires a shared understanding of both heritage and strategy. It needs to be guided by a mission, a vision, and values. Nova Scotia's heritage strategy needs to be informed by an analysis of the sector's strengths, weaknesses, opportunities, and threats. An effective strategy should also consider the capacity limitations facing the sector. To set the stage for our recommendations, we first want to provide our perspective on each of these important elements.

UNDERSTANDING HERITAGE AND STRATEGY

The task force's mandate called for us to provide input and guidance on a heritage strategy in the form of recommendations to the Province of Nova Scotia. As a starting point for our work, the task force paused over the definitions of heritage and strategy.

HERITAGE

Many definitions of heritage exist. Some that were shared with us include "heritage is what we inherit" and "heritage is what we value as worthy of being passed on to succeeding generations." We also heard that heritage will be continuously discovered, re-discovered, interpreted, re-interpreted and created.

Nova Scotians told the task force that our province needs to take a broad holistic view of heritage. Consequently, we believe that for the purposes of developing a strategy, heritage should encompass our cultural heritage (both tangible and intangible) and our natural heritage. Responses to our interim report supported the inclusion of the natural environment in Nova Scotia's definition of heritage.

Tangible Cultural Heritage — Artifacts, Buildings, Records
Our tangible (or physical) cultural heritage received a great deal of attention. People communicated their desire that Nova Scotia should take greater steps to care for our artifacts, buildings, and records of all types. This discussion frequently involved museums, archives, or other heritage sites.

Intangible Cultural Heritage — Folklore, Language, and Oral History
Our intangible cultural heritage also received considerable mention in our community meetings and in the written submissions we received. People understand intangible cultural heritage to be folklore, language, and oral history. We heard that for many people legends, stories, and traditions mean much more than any physical remnants of the past. Respondents told us there is an urgent need to place greater emphasis on collecting our folklore and oral history before they are lost.

Natural Heritage — Land, Water, Air
Respondents to our consultations spoke and wrote passionately about the need to include natural heritage in Nova Scotia's overall strategy. They highlighted our province's official protected areas, our heritage rivers, and our endangered species as important heritage concerns. We also heard about the detrimental effects of industrial forestry, the fear of losing traditional access to the coastline, and the quality of our waterways as habitat for fish.

Keeping these facets of heritage in mind, the task force adopted the following working definition of heritage as a guide: Heritage is that which society inherits from previous generations and deems worthy of taking special measures to preserve for future generations, including our tangible cultural, intangible cultural, and natural heritage.

STRATEGY

Industry Canada's Strategis website helped us to define "strategy" as a comprehensive plan or action orientation that identifies the critical direction and guides the allocation of resources of an entire organization. A strategy is typically a statement about what should be done to ensure prosperity based upon an organization's mission, vision, and values.

We submit the recommendations in this report as an essential step towards the development of a heritage strategy for Nova Scotia.

Heritage is very real and close to the hearts of all Nova Scotians. Think of the many displaced Nova Scotians across the country who gather in pubs, in homes, and at social events just to be together with other Nova Scotians. A Globe and Mail article (April 2006) about the many commuters who work in Fort McMurray but continue to live in Cape Breton found people who wouldn't relocate because they wouldn't live or raise their families anywhere else. Alistair MacLeod's award-winning novel, No Great Mischief, is about this kind of strong family history and culture. Families, traditions, and the ties that bind us to the land of our ancestors continue to be important to Nova Scotians. Heritage matters.

MISSION: THE ROLE OF HERITAGE IN OUR SOCIETY

Can you imagine Nova Scotia without old town Lunenburg or Halifax without its fortress at Citadel Hill? Can you imagine not having burial grounds and cemeteries to mark the final resting places of those who have gone before us? Can you imagine not having any stories and songs passed down from one generation to the next or our beautiful rugged coastline without any lighthouses? Most Nova Scotians would not be able to picture any of these things, because they expect that their heritage will always exist.

This is of course not the case. A significant and sustained effort with adequate investments for protection, preservation, and interpretation are required to sustain our heritage and realize its potential. Without a supportive and active environment for heritage, these non-renewable assets will deteriorate over time and be lost. And one wrecking ball, one fire, or one bad decision by citizens, planners, or politicians can destroy hundreds or even thousands of years of embodied history.

Heritage plays an intrinsic role in shaping our individual and collective identity, a way of life cherished by those who live here and all those who come to visit and explore.

Respondents to our consultations told us that heritage contributes to our society. We listened. After much reflection, we believe the primary role of heritage is one of personal and social enrichment. A secondary role relates to the economic impact (direct and indirect) of heritage in our province and in our communities.

PERSONAL AND SOCIAL ENRICHMENT

Heritage enriches our day-to-day lives. It has the potential to enrich individuals and society.

We heard through our consultations that
Heritage instills and reaffirms for us, as Nova Scotians, our very identity as a people. It contributes to our self-esteem and confidence in what we can achieve. Heritage enables us to establish bonds through the generations. It represents our collective memory. Heritage is a source of positive self-image. It enlightens us. Heritage provides us with a sense of place and attachment to that place. It provides us with inspirational role models. Heritage educates us on the important lessons of the past. Through a sense of rootedness, it fosters our ability to adapt to change. Heritage instills in us understanding, respect, and appreciation for other cultures. It is a reminder of our strength, creativity, and resourcefulness. Heritage allows us to value our successes and our failures. It allows us to commemorate our heroes. Heritage affects our mental and physical health. It contributes to our spiritual well-being. Heritage creates for us a feeling of unity, cohesiveness, and belonging. It fulfills our sense of duty and obligation to remember our past. Heritage thwarts assimilation by dominant cultures. It provides hope that our own contributions will be remembered. Heritage is a major contributing factor to our quality of life.

We can all relate to the value of a tolerant society, to a positive self-image, to feeling like you be'ong, and to the empowering influence of confidence.

Small gains in these intangible qualities translate into major gains for society.

ECONOMIC IMPACT

Heritage also creates prosperity.

We heard that

Our natural and cultural heritage attracts tourists and extends their stay in our communities. Heritage entertains. It is the foundation and inspiration for books, plays, music, film productions, theatre, arts, crafts, outdoor recreation, and more. Heritage attracts new residents and retains existing ones. Tolerant and open societies attract and retain more immigrant populations. Immigrants and businesses looking to come to Nova Scotia consider natural and cultural heritage as factors in their decision to locate. Our heritage is part of the quality of life that makes Nova Scotia more desirable than other places. Our considerable heritage resources are unique. A valued heritage presents a potential competitive advantage for our province.

A Statistics Canada report, titled *Economic Contribution of the Culture Sector in Canada—A Provincial Perspective*, defined culture as, "creative artistic activity and the goods and services produced by it and the preservation of human heritage." In this report, we learned that the sector contributed 570 million dollars to Nova Scotia's gross domestic product in 2001 and employed 12,800 people (full time, part time, or freelance). Policies and investments in heritage affect Nova Scotia's economy, for better or for worse, in a significant way.

Annapolis Royal is a town that takes great pride in presenting its rich heritage. In 2004, Annapolis Royal was named the Most Livable Small Town in the World by LivCom, an international organization that fosters improvements in the quality of life of individual citizens through the creation of liveable communities. Heritage is one of the six key judging criteria for this award. Other criteria are enhancement of the landscape, environmentally sensitive practices, community sustainability, healthy lifestyles, and planning for the future. LivCom, which is endorsed by the United Nations' Environment Program, is the world's only awards competition focusing on best practices in the management of the local environment.

VISION

Our recommendations for a heritage strategy have been guided by an overarching vision for heritage in our province. Our vision statement is intended to present a picture of a desired future or end state for heritage in Nova Scotia. It involves a bit of dreaming with a healthy dose of realism.

We have an amazingly rich and diverse heritage. All Nova Scotians deserve to know and to experience firsthand the principal stories and themes that have shaped our province and our people. In this way Nova Scotia's heritage can make the greatest contribution to fulfilling its primary role of enriching both citizens and society.

We are home to a land that has been occupied by the Mi'kmaq[1] and their ancestors for at least 11,000 years. Four hundred years ago the first permanent European settlement was established at Port Royal. And in 1783 the Black Loyalists at Birchtown, Shelburne County, were the largest community of free African people outside of Africa.

We have interesting stories to tell. We have beautiful natural places to enjoy. This gives us a competitive advantage that attracts tourists, encourages people to stay, and convinces businesses to re-locate here. But most of all, our heritage makes Nova Scotia a great place to live and to explore. Yet we are in danger of having these great qualities seriously diminished if we don't value what we have and rise to the challenge by accepting our shared responsibility.

For these reasons, our vision for Nova Scotia's heritage is that all Nova Scotians will know, appreciate, and experience the heritage that shapes our province.

[1] Mi'kmaq is the plural form of the noun; Mi'kmaw is the singular. The tribal name takes the plural form Mi'kmaq, unless one is referring to a single person, a Mi'kmaw. The language is called Mi'kmaq. Mi'kmaw is also the adjectival form: Mi'kmaw person, Mi'kmaw culture.

GUIDING PRINCIPLES

Strategy development involves making choices, sometimes very tough choices, from a range of possible alternative directions. Having a well-defined set of guiding principles or values is essential for making those choices. In an effort to be as transparent as possible about the reasons for our recommendations, we identify the following principles or values that have guided our work:

- Heritage includes tangible cultural, intangible cultural, and natural components.
- Heritage, and the stewardship of heritage, is important to Nova Scotians.
- Heritage is a shared responsibility. We all have a role to play in preserving and promoting our heritage.
- Heritage offers an opportunity to celebrate the diversity of our population. There is so much we need to learn from each other.
- Heritage infrastructure needs to be sustainable.
- Heritage workers, paid and volunteer, and heritage organizations are critically important to the preservation and promotion of heritage—we need to support them and deal with them fairly.
- Heritage can "get further faster" through effective partnerships among stakeholders.

Of these guiding principles we take this opportunity to expand upon the important concepts of stewardship and shared responsibility.

STEWARDSHIP

Heritage stewardship protects and preserves what Nova Scotians value. This vital stewardship of our collective heritage is being done by heritage workers, both paid and volunteer. These people undertake this valuable role on behalf of all past, present, and future Nova Scotians. Without sufficient and sustainable support, we are concerned about what will remain for future generations. Although heritage stewardship is done by a few for the benefit of many, it really is the responsibility of all Nova Scotians.

Protecting heritage today is only a first step. Heritage workers must also preserve it for the future. When we talk of protecting an artifact, a recording, or an original document, simple warehousing does not ensure its survival. It must be protected from decay—from the effects of humidity and light. If it is a recording, we must preserve the technology it was made with or transfer it to newer technologies. When we talk about an archeological site, a burial ground, or an old-growth forest, protecting and preserving becomes more complicated still.

While protecting and preserving heritage for future generations are tremendous tasks, this is not the end of the job for heritage workers. They must also find ways to make heritage accessible to the public for research, study, and entertainment. Heritage must be presented in a way that fosters a curiosity about the past and communicates its value to society. It must inform us and excite us so that we, and future generations, are inspired to cherish and preserve our heritage.

SHARED RESPONSIBILITY

Caring for our heritage involves volunteers, community organizations, and all levels of government. The complex interrelationships among the many participants underline the importance of a heritage strategy.

Our public consultations reinforced this point. People told us that families, schools, governments, associations, organizations, communities of interest, corporations, universities, and more, all create heritage. With creation comes an obligation to invest time and resources in caring for this heritage.

As a province, we have not taken heritage to heart. Some respondents presented a compelling case for creating a heritage consciousness, like the growing environmental consciousness of Nova Scotians. Greater commitment to education and promotion will foster this consciousness and strengthen our sense of identity.

Heritage is a collective responsibility. Nova Scotia's heritage strategy should communicate an important role for everyone and stress the value of partnerships.

- The provincial government must take the lead so that it is possible for all Nova Scotians to understand and experience their heritage. This level of government must demonstrate leadership in heritage investment if it expects others to do the same.

- Families and individuals have a stewardship responsibility to cherish and document their own story. Parents can foster in themselves and their

children a curiosity about the past. Everyone can make an effort to experience Nova Scotia's diverse heritage.

- Schools can impart to their students a strong sense of identity and pride in their community through rich education and cross-cultural opportunities. Students need to know about their province's great role in building the nation of Canada. They should learn about their ancestors who made their future possible. They need to understand how their heritage has shaped the world they live in and understand that they are creating the heritage of the future.

- Businesses can be good stewards of their heritage including maintaining their own archives. They can play a major role as good corporate citizens through financial contributions or by providing services to heritage facilities directly at reduced costs or at no cost. Businesses can adapt and re-use heritage buildings instead of tearing them down.

- Municipalities are the first level of government. They need to show leadership and support for local heritage. This means real financial support and long-term planning for all aspects of heritage at the local level.

- The federal government has an important role to play in making sure that all nationally significant elements of Nova Scotia's heritage receive the care and promotion they deserve. The federal government should recognize Nova Scotia's rich heritage and help our province build on this competitive advantage. Federal government investments in heritage should align with, and complement, Nova Scotia's heritage strategy.

PLANNING CONTEXT

When developing a strategy, it is important to evaluate the heritage sector's strengths, weaknesses, threats and opportunities.

Here is what we have learned.

STRENGTHS

- Nova Scotia has a very rich and diverse heritage—we have a lot of interesting stories to tell.
- We have a tremendous stock of unique heritage assets—tangible, intangible, and natural.
- Families spread across the globe have roots in Nova Scotia; increasingly people are interested in learning more about these links.
- Our provincial public archives is among the busiest in the country.
- Heritage workers, both paid and volunteer, are extremely committed to the stewardship of our heritage.
- Elements of our existing decentralized museum system, if properly resourced, could contribute to the formation of a remarkable network of heritage facilities.

WEAKNESSES

- The heritage sector is under-resourced resulting in staff and volunteer burn-out, lack of training, low wages, insufficient and deteriorating physical infrastructure, slow progress on important planning matters, inadequate monitoring and enforcement of heritage protection legislation, and overall loss of significant tangible, intangible, and natural heritage.
- Our museum system is in a state of crisis.
- Heritage legislation is inadequate in several areas.
- The sector as a whole has neither a strong, independent leadership nor a unified advocacy structure to advance its interests.
- The links between the Heritage division and decision-makers in the Tourism division, and the links between the Heritage division and the departments of Education, Environment and Labour, Natural Resources, Transportation and Public Works, and Service Nova Scotia and Municipal Relations are not strong enough.

- Competing pressures exist for constrained provincial finances.
- With certain exceptions, there is a general lack of involvement on the part of municipalities in matters of local heritage.

THREATS

- We are facing the decay and loss of heritage assets, a non-renewable resource.
- Heritage tends to get taken for granted, as something that will just always be there.
- Generations will grow up without a strong sense of personal identity and sense of belonging to a community, with detrimental effects on their health and well-being.
- Facilities have difficulty securing the human resources, paid or volunteer, to do the heritage work that needs to be done.
- When heritage disappears, it is gone forever like the extinction of animals or plants.

OPPORTUNITIES

- Nova Scotia can revitalize interest in, and appreciation of, our diverse heritage through the development and promotion of rich authentic experiences and through investments in research and education.
- The sector can adopt a more systematic and focused approach to acquiring, protecting, preserving, researching, and interpreting heritage assets.
- A broader audience can be reached through the use of technology.
- High quality heritage venues attract more valuable longer-stay tourists.
- More can be accomplished by leveraging provincial investment in heritage through partnerships with other heritage stakeholders, other levels of government, community groups, and the education system.
- Heritage legislation can be made more responsive so heritage assets are better protected and preserved.
- Nova Scotia can better reflect our diverse heritage, both cultural and natural, in how we present ourselves to the world (e.g., tourism, trade).
- Healthier communities can result when residents, including new immigrants, enjoy a sense of belonging through a shared appreciation of their heritage.

Nova Scotia's heritage strategy should build upon the strengths and opportunities while addressing the weaknesses and threats. We have shaped our recommendations with these goals in mind.

CAPACITY

The development of an effective strategy also needs to take into account the capacity of the sector to move forward. Capacity relates to such things as financial resources, human resources, leadership, systems, and infrastructure. If the capacity doesn't exist to support future potential directions, the sector may need to build that capacity first.

Without delving into each area in detail, it is fair to say the task force recognizes that the current heritage sector has some real capacity challenges at the moment. Substantial additional investment is urgently required to develop the sector's capacity to survive, let alone move forward and achieve its full potential.

RECOMMENDATIONS — FOUNDATIONS FOR A HERITAGE STRATEGY

1 Fully recognize and acknowledge the social and economic roles of heritage in our society.

2 Adopt the following definition of heritage for Nova Scotia: Heritage is that which society inherits from previous generations and deems worthy of taking special measures to preserve for future generations, including our tangible cultural, intangible cultural, and natural heritage.

3 Adopt a vision for Nova Scotia's heritage that all Nova Scotians will know, appreciate, and experience the heritage that shapes our province.

Issues, Opportunities, and Challenges

Having shared some relevant background, we now move to a more specific discussion of the issues, opportunities, and challenges facing our heritage.

Highland Village

HERITAGE PROMOTION

Nova Scotia's heritage strategy must strive to create a greater heritage consciousness among people in this province. Advertising should make residents, tourists, and those interested in learning about Nova Scotia aware of the range of heritage experiences available to them.

A major effort is required to protect, preserve, and make heritage products accessible for learning and entertainment purposes. Competing educational resources and the multitude of entertainment options make it crucial for the heritage sector to aggressively promote itself. Marketing is expensive, and heritage sites need funding for this purpose.

Heritage promotion should also remind everyone that heritage is a shared responsibility so that more people and organizations acknowledge their stewardship role.

We think a heritage promotion plan should be a prime concern for the provincial government and the Nova Scotia Heritage Council recommended later in this report.

INTERNET

Respondents to our interim report said that it did not acknowledge the tremendous potential of the Internet to help achieve the proposed vision for heritage. We agree.

We heard from people that the heritage sector is sel-

dom able to afford television or radio as a broadcast medium. We learned about an initiative to create a heritage web portal as a "single doorway to the information resources provided by the province's many heritage institutions and organizations."

We also heard that the Department of Tourism, Culture and Heritage maintains three quality Internet sites:

- The Nova Scotia Museum – museum.gov.ns.ca
- Nova Scotia's Official Tourism Web Site – novascotia.com
- Nova Scotia Archives and Records Management – gov.ns.ca/nsarm

The provincial investment in cultural heritage shows up in the budget of the provincial Department of Tourism, Culture and Heritage. In 2005–06 the Department of Tourism, Culture and Heritage's budget is estimated to be $42 million dollars. Of that, the Tourism Division will spend $19 million, the Culture Division $7 million, and the Heritage Division about $10.5 million.

Unlike the Tourism and Culture budgets, the Heritage budget covers many fixed costs, such as staff, building maintenance, and utilities for numerous facilities around the province.

Each site is experiencing increased use, with the Nova Scotia Museum site receiving the highest visitation. This growth demonstrates the increasing popularity of the Internet as a tool for those seeking and sharing information.

The opportunities to exploit the Internet appear endless. As one idea, Nova Scotia could move to adopt more online video and interactive media for marketing, education, and entertainment purposes. Content for such a site could be donated, produced directly by the Nova Scotia Museum, or privately produced and funded in part by government. A provincial web site expressly for 'edu-tainment' purposes is an exciting prospect and one that merits further investigation.

SIGNAGE

Some respondents said that we need better signage directing people to our heritage facilities. Others called for greater attention to heritage when naming streets or other places.

TOURISM

There is an opportunity to recognize, support, and enhance the heritage of all cultures in Nova Scotia and to share this diverse heritage with our visitors and with each other. This is an area where increased investment will produce highly desirable results.

NOVA SCOTIA'S TOURISTS

The 2004 Nova Scotia Visitor Exit Study says Atlantic Canadians represent 47 per cent of those who visited our province in that year. Other visitors originated from Ontario (20 per cent), United States (18 per cent), Western Canada (6 per cent), Quebec (5 per cent), and overseas (4 per cent).

HERITAGE IMPORTANT TO VISITORS

Tourists value Nova Scotia's natural and cultural heritage. According to the Department of Tourism, Culture and Heritage Advertising Evaluation Study (2004), unique local food, historic sites and museums, and sightseeing are the critical elements that positively differentiate Nova Scotia from other vacation destinations.

INVESTMENT IN HERITAGE ASSETS

The Department of Tourism, Culture and Heritage reports that the tourism industry generates $1.29 billion dollars in revenues each year. Nova Scotia's success at attracting tourists depends heavily on our natural and cultural heritage; in fact, heritage lies at the heart of successful tourism. It follows that Nova Scotia needs to increase its commitment to heritage for a stronger tourism sector.

One respondent, Lloyd Newman, wrote to us that *the whole issue of utilizing our cultural and heritage assets must be treated as a vital component in developing tourism. We are in a period of declining tourism numbers and another theme park or water slide isn't going to make the difference. What will make the difference is creating interesting, exciting*

places for tourists to visit, learn and see their own culture reflected by comparison with, and in contrast to, our culture.

Heritage workers understand that educating and entertaining tourists contributes a great deal to Nova Scotia's visitor appeal. They also know that their communities and their province receive great benefits from their efforts. However, there are definite costs to providing a heritage service for tourists and little direct economic benefit to the site. For example, Dan Conlin, Curator of Marine History at the Maritime Museum of the Atlantic, told the audience at our community meeting in Halifax that:

A 1999 market study showed that Titanic initiatives, mainly at the Maritime Museum of the Atlantic, generated 11 million extra dollars in tourism revenue [but] aside from being able to hire a cataloguer and ship maintenance worker for a few extra months, our collection received no benefit from all this traffic.

INCLUSIVENESS IN MARKETING

After hearing submissions regarding the lack of diversity in our province's tourism marketing materials, we looked at the print advertising used by the Tourism division and agree that it does not represent Nova Scotia's cultural populations, nor does it represent the geographic diversity of our province. This presents a narrow picture of our cultural and geographic diversity. It makes it difficult for Nova Scotians to identify with and take pride in their heritage when they do not see themselves, their culture, and their area reflected in how the province is portrayed. Direct talks with cultural populations would reveal sensitivities about how they wish to be portrayed.

We need to exercise caution about promoting products that are not market ready or are not prepared to handle an influx of visitors. There is an opportunity for tourism and heritage stakeholders to work together to build the capacity of heritage sites. Progress is being made by government and stakeholders on projects such as Mi'kmawey Debert and an Africville interpretive centre.

RECOMMENDATIONS — HERITAGE PROMOTION

4 Create a promotions plan that enhances our collective heritage consciousness and advertises opportunities for heritage experiences.

5 Fund a heritage signage program to promote heritage assets.

6 Move to adopt more online video and interactive media for marketing, education, and entertainment purposes.

7 Make Nova Scotia's advertising campaign more inclusive of our province's cultural and geographic diversity.

8 Develop heritage experiences and products, in cooperation with the tourism industry, as an integral part of Nova Scotia's tourism strategy.

INTANGIBLE CULTURAL HERITAGE

The United Nations Educational and Cultural Organization (UNESCO) defines intangible cultural heritage as the practices, representations, expressions, knowledge, and skills that communities recognize as part of their cultural heritage.

Intangible cultural heritage is known as folklore to many and is sometimes referred to as living cultural heritage or the culture that people practice as part of their daily lives. It includes such cultural items as languages and dialects, oral traditions and story-telling, beliefs, customs, traditional knowledge and skills, ways of working and making a living, and ways of celebrating such as music, festivals, rituals, performing arts, traditional foodways (meaning the eating habits and culinary practices of a people, region, or historical period), and traditional crafts.

Through responses to our interim report, we were pleased to hear more about how the Department of Tourism, Culture and Heritage helps organizations to conduct art festivals or competitions, community cultural events, cultural workshops, and community cultural projects – many of which encourage and promote intangible cultural heritage.

INTANGIBLE HERITAGE AT RISK

We heard that much of our intangible cultural heritage is either at risk or being lost, in part, due to the population shifts and the ongoing restructuring of our industrial base. For example, steel making in Cape Breton may have ended, but people told us that the stories, the way of life, the music, and the heroes must not be forgotten.

MUCH LOST IN ONE GENERATION

Speakers at our community hall meetings worried about how much of their language, skills, knowledge, and traditions can be lost in one generation. Respondents told us about Gaelic speakers of international renown passing away, taking with them undocumented stories with origins dating back over 2000 years.

WORK REQUIRED AFTER COLLECTION

We also heard of the tremendous amount of oral history that has already been collected, but not adequately housed, preserved, catalogued, or made accessible.

HOPE FOR LANGUAGES

For people of German and Irish Gaelic descent, the tradition of carrying on daily life in these languages has all but passed. But for Acadians, Scottish Gaels, and Mi'kmaq, whose languages have managed to survive, more must be done to ensure that these languages do not disappear. Language is a vital part of maintaining their identity as a distinct people within Nova Scotia and Canada.

The task force believes that efforts to save and nurture the languages of our earliest cultures must continue in earnest.

GAELIC CULTURE

A curatorial report commissioned by the Nova Scotia Museum and written by Michael Kennedy notes that cultures can be misused for economic gain. In his introduction Mr. Kennedy says, "Over the last centuries, English-speaking society has relentlessly commodified Gaelic culture ... to suit its own needs. While this has not always been done with ill intent, it has become married to more calculating commercial practices designed to sell dubious Gaelic and Celtic products to an often-unwitting public with little or no concern for accuracy or relevance."

Although the Gaels are not the only group to have been misrepresented, this is certainly an example of how a lack of research and the desire to mass market a culture for profit has led to inaccurate portrayals and stereotyping. This illustrates the importance of quality research and authentic interpretation in all aspects of heritage work conducted in Nova Scotia.

The survival of the Gaelic language and elements of authentic Gaelic culture is a credit to the pride and tenacity of settlers from the Highlands and Islands of Scotland, their ancestors, and those who recognize Gaelic for what it is—a vital element of Nova Scotia's heritage and, indeed, a national treasure.

Parts of Cape Breton and just a few places in Northeastern Nova Scotia make up the only Scottish Gaelic speaking region remaining in the world, outside of Scotland. A rough estimate is that there are less than 1000 Gaelic speakers remaining in Nova Scotia. Of these, many are advanced in age and reside in smaller numbers at various locations throughout the province. On the other hand, the number of Gaelic learners may well be in the thousands due to the Gaelic Studies program offered in classes throughout the Strait Regional School Board.

We note the excellent work and progress being made in recent years by the Gaelic community, in partnership with the provincial government, to preserve its language and authentic culture.

2002 Signed a Memorandum of Understanding with the Province of Nova Scotia and the Highland Council of Scotland
2004 Created a Gaelic Culture Officer position
2004 Funded Gaelic Activities Program
2004 Introduced the Total Immersion Plus language learning methodology to Nova Scotia
2006 Created a Ministry for Gaelic Initiatives
2006 Adopted a bilingual English-Gaelic boundary sign policy for Nova Scotia's seven eastern districts (Department of Transportation and Public Works)
2006 Created the Office of Gaelic Affairs – pending resolution by the Nova Scotia Government Cabinet

2006. . . Working to create optional curriculum for all grades that integrates Gaelic culture into traditional subjects such as English, social studies, and music (Department of Education)

IMPORTANCE TO CULTURAL GROUPS

Dr. Richard MacKinnon, Cape Breton University, wrote to us about the many cultural groups that make up our province— Mi'kmaq, Europeans (English, Irish, Scots, Acadian French, Italian, Polish, Ukrainian), Caribbean Black, Black Loyalists, Lebanese and, increasingly, ethnic communities from around the world. For all of these people, he says, intangible aspects of culture define them more than physical expressions of culture.

We believe that Nova Scotia should pay greater attention to intangible cultural heritage if we aspire to be sensitive to the needs of our diverse cultural populations. Nova Scotia has recognized the growing need to attract and welcome new immigrants. The ability for immigrants to maintain the most prized aspects of their heritage will make a difference in where they choose to make their home.

A NEED TO EXPRESS OUR PROVINCIAL INTEREST

Two Canadian provinces have shown interest in intangible cultural heritage. Quebec has begun a complete inventory of the intangible cultural heritage of the province, and Newfoundland and Labrador is currently working on an intangible cultural heritage policy. Nova Scotia should follow suit.

The Beaton Institute has existed for decades at Cape Breton University, collecting and archiving intangible cultural heritage. Cape Breton's Magazine collected and promoted Cape Breton stories that keep our folklore and history alive.

Cape Breton University, with funding from the Government of Canada, has established a Tier One Canada Research Chair in the Study of Intangible Cultural Heritage. Dr. Richard MacKinnon serves in this position. He is also a Professor of Folklore at Cape Breton University.

THE UNESCO CONVENTION

Sixty-three countries have now signed the UNESCO Convention for the Safeguarding of Intangible Heritage. According to the UNESCO website, "In accordance with its article 34, this Convention entered into force on 20 April 2006 for those States that have deposited their respective instruments of ratification, acceptance, approval or accession on or before 20 January 2006. It shall enter into force with respect to any other State three months after the deposit by that State of its instrument of ratification, acceptance, approval or accession." Canada is not yet a signatory.

The task force understands that the convention calls for member states to identify intangible cultural heritage within its jurisdiction, create inventories, adopt a promotional policy, and otherwise take protective measures.

UNESCO has created other ways to support the convention such as an international "Proclamation of Masterpieces of Oral and Intangible Heritage of Humanity" to honour the most remarkable examples of oral and intangible heritage. Other UNESCO policies supplementing the convention include Living Human Treasures, Endangered Languages, and Traditional Music of the World.

Canada should become a signatory to the convention. Supporting this initiative would benefit Nova Scotia more than most, given our rich and distinct heritage.

Visitors to the Fisheries Museum of the Atlantic in Lunenburg get "An Adventure in Realism" when they encounter Matthew Mitchell, a man who fished from dories on the Banks of Newfoundland as a crew member of the original Bluenose and many other vessels.

The era of "Wooden Ships and Iron Men" was for fishermen and their families a time of hard and dangerous work. Matthew's stories of work and adventure as a fisherman, a deckhand, and a trawler captain span four decades.

Now 88 and shore captain of the museum's vessels, Matthew enchants museum patrons with the voice of experience. He can paint a picture with his words and his listeners feel the roll of the ocean waves, almost tasting the salt spray. Captain Mitchell has been known to chat for hours with folks who later recall that single experience as the absolute highlight of their visit to Nova Scotia.

RECOMMENDATIONS — INTANGIBLE CULTURAL HERITAGE

9 Establish policies and additional programs to protect and preserve our intangible cultural heritage.

10 Continue and intensify efforts to perpetuate the Mi'kmaw, Acadian, and Gaelic languages of Nova Scotia.

11 Work with other provinces to encourage the federal government to become a signatory to the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage.

CULTURAL DIVERSITY

Diversity of peoples is a central theme in Nova Scotia history. Early Nova Scotia was a fascinating microcosm of many national groups. From earliest beginnings, aboriginal people encountered both soldiers and settlers from contending French and British empires. Most current place names in the province reflect these origins established in the 17th and 18th centuries when ownership of the colony swung back and forth between France and England. If diversity could be represented as a quilt, then the first large patches were colored by the religion, language, and custom of Mi'kmaq, Acadian, and British peoples. There were minority peoples and languages; Basque fishermen fished off Cape Breton and, at Louisburg, the second European language spoken was Spanish. Colonial policy emanating from the skirmishes of empire expanded the quilt with the mid to late 18th century addition of the "Foreign Protestants" and Channel Island Huguenots.

A PLACE OF REFUGE

After the English conquest, America played a significant role in peopling the early Colony of Nova Scotia. Before the revolution, the Scots-Irish of the Philadelphia Company settled the Londonderry area, while numerous "Planters" transformed the landscape of the Annapolis Valley and politics of the colony employing their renown "Yankee ingenuity." After 1776, Loyalists streamed into Nova Scotia in such numbers and conviction that their influence became the hegemonic power for the next century. About 3,000 Blacks came as Free Black Loyalists and another 2,500 came as slaves during the Loyalist migration. Within the first generation, slaves became free and their descendants became permanent residents. At the very end of the 18th century, Maroons from Jamaica spent a brief time in Nova Scotia en route to a dramatic return to Sierra Leone. This was not the end of African Nova Scotian migration from America. Again during the war of 1812 and, to a lesser degree, during the civil war, migrations of African Americans came to Nova Scotia.

The 19th century witnessed significant expansion of the provincial multi-layered quilt. Push factors like the Irish famine and the infamous Highland Clearances in Scotland combined with the expansion of the colonial economy to bring shiploads of people wanting

land and the freedom of the new world. While the Highland Gaels came as early as 1773, most came between 1792 and 1835. The number of Gaels was such that, in Eastern Nova Scotia, the hue of the quilt was changed. When the Irish came after 1849, their fellow countrymen had already been in Cape Breton, Canso, and Halifax for more than 100 years. We also have examples of groups seeking religious freedom such as the Methodist migration of Yorkshire English to the Chignecto area in 1772–75.

A PLACE TO WORK

Coal and steel industrialization began a new phase in the settlement pattern of Nova Scotia. In the later part of the 1800s and early 1900s, industrial and mining towns became focal points for workers and their families. It marked the end of the large-scale migrations from one European region to a specific area within Nova Scotia. Despite saying this, it is true that approximately 600 French men, women, and children immigrated to Pictou County in 1873–74. Urban centres, rail, and steam ship routes transformed migration, but whether the place of origin was Lebanon, China, Poland, Italy, Greece, Ukraine, Belgium, Scotland, England, Barbados, or the colony of Newfoundland, people came as individuals and families to Nova Scotia to work and, with others, build a common future.

The last large migration to Nova Scotia which continues to have a unique cultural coherence was that of the Dutch who came after the Second World War. Certainly other eastern European and Mediterranean peoples came at the same time, but their dispersed pattern of settlement and their singular contribution to dairy production made Dutch agriculture highly visible in the rural landscape of the province.

A PLACE FOR ALL CULTURES

Nova Scotia will continue to attract citizens from all parts of the world. Our history of diversity demonstrates that differences are part of the social fabric of the province. The quilt we now have is the one our ancestors made.

OUR MEETINGS WITH CULTURAL GROUPS

Respecting and celebrating our diversity is important to Nova Scotians. Many different cultures have contributed to who we are as a people, and our society continues to welcome others from around the world.

We met with representatives from the following cultural organizations to understand their needs:

- Atlantic Jewish Council
- Chinese Association of Nova Scotia
- Arab Canadian Association
- Indo-Canadian Society
- Scandinavian Society of Nova Scotia
- Canadian Lebanon Society
- German Canadian Association of Nova Scotia

We heard in our sessions that Canada stands as an example to the rest of the world for how it embraces the multicultural model.

CULTURAL CENTRES

Cultural populations need cultural centres of their own. These centres serve multiple purposes from meeting spaces to museums, to archives, to schools, and to theatres. They host concerts, festivals, and funeral receptions.

Where cultural centres do not exist, many cultural populations invariably strive to acquire one. And yet for many, this is still a dream. The idea of a Halifax Multicultural Centre with separate space for a number of cultural populations was raised more than once as a great idea.

LINKS

Immigrant populations strive to maintain links with their culture and their homelands. They worry about their children and grandchildren losing touch with their heritage. So much can be lost in one generation.

HIGHLIGHTING MI'KMAQ, ACADIAN, AND AFRICAN NOVA SCOTIAN CULTURES

Gaelic culture continues to occupy a prominent position within Nova Scotia's heritage mosaic. And while support for the heritage of all cultures must increase, excellent steps are underway to further preserve and

Whitney Pier is part of the city of Sydney. It developed to accommodate labourers for the steel plant and the coke ovens. The area became home to many of those who were recruited and came to Canada at the beginning of the 1900s. Along with local migration of rural Gaelic-speaking Cape Breton Scots, French-speaking Acadians, and Newfoundlanders, there were immigrant Ukrainians, Poles, Caribbean Blacks, Italians, Irish, Hungarians, Croatians, Lebanese, and European Jews. In smaller numbers came Slovaks, Slovenes, Bulgarians, Czechs, Serbs, Macedonians, and Russians.

Whitney Pier developed a strong sense of identity, working class solidarity, and respect for diverse cultures that still exists today in this community of 6500.

enhance what is most valued by Gaels themselves. The same level of support has historically not been extended to the three highlighted cultures in this section.

While the task force does not judge any culture as more valuable than another, we feel the need to place special emphasis on the Mi'kmaq, Acadian, and African Nova Scotian cultures in this report. We believe that the three cultures we highlight deserve—and desperately need—greater support at this time in their history, because of the many serious injustices of the past. The historic lack of support and the attendant lack of visibility of these cultures within Nova Scotia gave our task force cause for much concern.

We recognize that the situation appears to be changing and that good things are happening. However, this effort and support must be sustained and increased into the foreseeable future.

MI'KMAQ

IDENTITY

The task force heard that language, culture, and history for the Mi'kmaw people are the source of their identity, their bond through the generations, and their connection to Mi'kma'ki, their homeland.[3]

We learned that the future of the Mi'kmaw people largely depends on their ability to understand, preserve, and share their history, language, and culture. For the Mi'kmaq, heritage is also the source of their legal distinction and government-to-government relations with the Province of Nova Scotia and the Nation of Canada.

INCREASED VISIBILITY

Speakers told us that their heritage remains more or less invisible to their youth, to other Nova Scotians, and to visiting tourists. They say this invisibility contributes to ongoing stereotypes, misinformation, and lack of understanding in society. For the Mi'kmaq, lack of attention to their heritage is detrimental to their survival as a distinct people.

INCREASED INVESTMENT REQUIRED

We heard that the province invests very little money to support Mi'kmaw cultural centres or Mi'kmaw museums with ongoing operations. Several of the people we spoke with attribute much of this to the mistaken belief that Mi'kmaw people are the sole responsibility of the federal Department of Indian and Northern Affairs.

Respondents told the task force that this attitude must change. They also said that while negotiations with the Province of Nova Scotia on Mi'kmaw rights are now beginning in earnest, this should not be used as a rationale to put off real support for Mi'kmaw heritage initiatives.

CULTURAL CENTRES

Cultural centres are valued by many Mi'kmaw people more highly than are museums. This does not mean

[3] Mi'kma'ki: the traditional homeland of the Mi'kmaq, the area now known as the Atlantic Provinces and the southern Gaspé

that cultural centres like the one in Bear River do not contain artifacts or documents. It does mean that living expressions of culture, language, and history seem to be preferred over the more traditional museum model.

ARCHAEOLOGY

Archaeology is a primary concern of Mi'kmaw people because it is one of the few ways to document their historic existence. Sacred places, burial sites, and archeological digs of encampments rate high in priority, as does intangible heritage such as legends, language, traditions, and crafts.

FAILED GOVERNMENT INITIATIVES

We heard that the 20th century has not been kind to Mi'kmaw heritage. Mi'kmaw participants said that failed government policies of forced centralization, residential schools, and assimilation have taken a major toll. People said that these tragedies, and little subsequent support for Mi'kmaw heritage, have served to marginalize their community.

We also heard that efforts to tell their story have involved Mi'kmaw people, but seldom have Mi'kmaw people led or controlled these initiatives. Those we spoke to believe that the time is ripe for change. They say that with training to acquire the necessary heritage skills, this can happen sooner rather than later. The act of telling their own story is an essential step in the healing that must take place for the Mi'kmaw people. Acadians and African Nova Scotians expressed similar sentiments.

The Mi'kmaq were the Acadian's closest and most faithful ally during difficult times of conflicts. Mi'kmaw knowledge of the climate, fauna, flora, water, transportation, housing, and all the associated skills were shared and quickly adopted by the Acadians.

The deportation of 1755 and the seven subsequent years when the Dank Rangers, a New England Regiment, hunted down the Acadians for a few pieces of silver were years of attempted eradication. Throughout this time the Mi'kmaq took the Acadians into their communities, hid them, shared their food, and provided shelter. This contributed immensely to the survival of the Acadians.

PUBLIC EDUCATION

Those we spoke with also believe that not enough is being done to integrate Mi'kmaw history, culture, and language into the public school system.

TOURISM READINESS

Respondents told our task force that the absence of market-ready Mi'kmaw tourism products is a missed opportunity for Nova Scotia. Tourists demonstrate interest, but there is not enough available for them to experience.

TRUE PARTNERSHIP ENVISIONED

To quote from Nova Scotia's current Community Development Policy, "the Government supports the development of more collaborative approaches with communities" and "the community plays the leadership role in its own development." The task force believes this should be the approach taken in working with the Mi'kmaw community. Co-management of heritage sites is one example of how this can work.

HERITAGE CHAMPIONS WITHIN THE COMMUNITY

There is a Mi'kmaw Cultural Network in place mandated to discuss and propose plans for the development of heritage within the Mi'kmaw community. Alliances between the Mi'kmaw Cultural Network and the Province of Nova Scotia should be further developed to help identify key heritage activities of mutual interest.

Over and above the services and programming available to the heritage sector, the Province of Nova Scotia should enhance measures to emphasize the development of Mi'kmaw heritage. An example of such an initiative is Mi'kmawey Debert, the only Palaeo-Indian site and the oldest archaeological site in the province. In such sites, development plans should allow the Mi'kmaq to take on the lead role in telling their own stories.

ACADIANS

A PIVOTAL ROLE

Acadians have played a central role in building what have become the province of Nova Scotia and the country of Canada.

EMPHASIS DESERVED

Presentations to the task force from the Acadian community suggest that as the initial European settlers, additional emphasis and resources should be placed on protecting and preserving Acadian heritage.

Acadians are active participants in the heritage sector throughout Nova Scotia, and they share many of the general concerns expressed to the task force. We also heard about specific concerns arising from their unique culture.

LANGUAGE

The task force heard that language is the focal point of Acadian heritage. Language is how Acadians express and live their heritage. Maintaining language skills is essential to prevent assimilation by the dominant culture, particularly among younger Acadians.

Acadians also expect bilingual government service when it comes to the delivery of heritage programs. In responding to our interim report, Acadians reminded us that the French Language Services Act of 2004 places an onus on the provincial government to emphasize their culture. This is in agreement with the desire of our task force. An excerpt from the act appears below.

The purpose of this Act is to

a contribute to the preservation and growth of the Acadian and francophone community, and

b provide for the delivery of French-language services by designated departments, offices, agencies of Government, Crown corporations and public institutions to the Acadian and francophone community.

ARCHAEOLOGY AND GENEALOGY

Acadians place greater value than most on archaeology and genealogy. The increased emphasis may well be attributed to the deportation. Archaeology uncovers pre-expulsion Acadian foundations and artifacts, while genealogy knits together the family history through time and geography.

RELIGION

We listened to those who described the great importance that religion plays in their lives and in the lives of the Acadian people generally. Preserving churches, cemeteries, and religious artifacts are important considerations.

CULTURAL CENTRES

Acadians also place great importance on the availability of cultural centres to facilitate the expression of their heritage and for community cohesiveness.

VISIBILITY IN MARKETING PLAN

Some participants felt that Acadian heritage could contribute much more to the province's economy, if it received a more prominent role in the way we market Nova Scotia to Quebec, to the rest of Canada, and abroad.

SUPPORT FOR CSAP HERITAGE RESPONSIBILITIES

We heard from members of the Acadian community that the Education Act makes the French school board (CSAP - Conseil Scolaire Acadien Provincial) responsible for promoting Acadian culture, but does not make additional funding available to see that this happens.

Assimilation is an omnipresent threat for Acadian people. Immersing children in Acadian culture is crucial for strong identity and pride. Acadians tell us that resources need to be made available to fulfill the school board's mandate as it relates to heritage. We agree.

Although we recognize that the federal government does support aspects of Acadian heritage, we believe that the Province of Nova Scotia should place additional emphasis and resources on Acadian heritage.

AFRICAN NOVA SCOTIANS

IDENTITY

African Nova Scotians spoke of an identity going back to the time of Mathieu DeCosta, who came to Nova Scotia in 1605 as a navigator and interpreter for the French colonists. Ancestors of today's African Nova Scotians arrived as slaves to the New England Planters and Loyalists, as free Black Loyalist refugees during the American War of Independence, as refugees of the War of 1812, and as Caribbean immigrants seeking work in the coal mines and steel plants of Cape Breton.

STRENGTH FROM ADVERSITY

Slavery, segregation, marginalization, racism, and Africville are all part of a very real and painful heritage for African Nova Scotians.

African Nova Scotians told the task force that they draw great strength and identity as a people from their past adversity. We heard people from this community say that they need to tell their story from their own point of view. We also heard that more stories need to be told about the positive contributions made by African Nova Scotians to the province and the nation.

VISIBILITY

African Nova Scotians told us that their culture is not visible in Nova Scotia and it hurts. This conveys the feeling that they are less valued than other more visible cultures. They feel they must work harder than other cultures to gain similar levels of recognition and support.

INTANGIBLE HERITAGE

Intangible heritage, such as music, church, family, crafts, and traditions, receives high priority among African Nova Scotians. Because little documentation currently exists, we understand a focused effort is required to document oral history now at risk of being lost forever as elders pass on.

PUBLIC EDUCATION

We heard a number of times about the need to do a better job of teaching African Nova Scotian heritage and history in schools. African Nova Scotians say that their history should be an integral part of Nova Scotia studies and that there also should be an appropriate number of teachers from each cultural population in the school system.

Visitors to the Birchtown Museum

ARCHAEOLOGY

Nova Scotia has 48 original black communities. And although some archaeological work has been done in recent years, particularly in the areas of Birchtown, Delaps Cove, and Antigonish County, these projects are only a beginning. Considerable work remains to be done.

GENEALOGY

It is important for Nova Scotians to understand and appreciate the connections between African Nova Scotians and their ancestors in the United States, the Caribbean islands, and the continent of Africa. More

Shelburne had a population of at least 10,000 by 1784, due in great part to the influx of Loyalists at the end of the American Revolution. At that time, Shelburne was the fourth largest settlement in North America, much larger than either Halifax or Montreal. The Black Loyalists, who came at the same time, founded the largest free Black settlement in North America on the northwest arm of Shelburne Harbour, called Birchtown.

needs to be done to study the patterns of emigration since those early days in Birchtown in the 1700s, which extend to Europe, Australia, and back to Africa.

Since the organization began in 1990, the Black Loyalist Heritage Society has gathered, recorded, and shared information about settlers in the Birchtown area. Unfortunately, through an act of vandalism their office burned and many original documents were lost or severely damaged. They are now in recovery mode.

HERITAGE INFRASTRUCTURE AND PROGRAMMING

Over and above the services and programming available to the heritage sector, the Province of Nova Scotia should increase measures to emphasize the development of African Nova Scotian heritage as an important element to consider in our future provincial museum system (The Nova Scotia Museum).

We also note the importance of utilizing existing community infrastructure such as church halls or library meeting areas.

CULTURAL CHAMPION

The task force discovered that while the Acadian and Mi'kmaw communities already appear to have committees established with heritage mandates, the African Nova Scotian community does not. We believe an entity similar to the Mi'kmaw Cultural Network should be established within the African Nova Scotian community to serve as heritage champions in the future.

RECOMMENDATIONS — CULTURAL DIVERSITY

12 Increase funding to help Nova Scotia's diverse cultural populations celebrate their heritage at the community level.

13 Work with heritage champions (such as the Mi'kmaw Cultural Network) within the Mi'kmaw, Acadian, and African Nova Scotian communities to identify opportunities for increased emphasis on the heritage of these populations.

14 Ensure that the Mi'kmaw, Acadian, and African Nova Scotian communities play a lead role in telling their own stories.

MUSEUMS

An intelligently structured, innovative, and well-resourced museum system can make extraordinary contributions to the social and economic well-being of our province. It can accomplish this by educating and entertaining Nova Scotians, tourists, and others who want to learn about our heritage. Unfortunately, despite valiant efforts on the part of heritage workers, Nova Scotia museums are falling far short of fulfilling this potential.

Respondents to our interim report felt that the task force understated the gravity of the situation. They believed that the crisis facing the museum community must be conveyed in stronger terms and that this situation should be addressed by the Province on a priority basis. The task force agrees.

We learned from heritage workers that
Budgets have stayed the same or have decreased steadily. Museums have closed, and others face the same fate. Museums that were previously open all year now close for the winter, because they can't afford to pay the heating bills. Heritage workers are being laid off, and their hours are being cut back to keep the doors open. Curators are fundraising instead of adding to collections, preserving, and interpreting. Roofs can't be fixed. Schools are cutting back on heritage field trips. Archives are not adequately funded. Some people no longer trust museums to care for their family heirlooms. There is too great a reliance on volunteers, who can do no more. Project funding has replaced operational funding. Volunteers are harder to recruit and are aging. Museums can't keep up with evolutions in digital technology. Museum presentations are stagnant. Conservation labs are virtually non-existent. Heritage workers are poorly compensated. Training budgets are too small. Municipalities don't take enough responsibility. Plans to replace retiring experts don't exist in most situations. Summer employment grants for students are uncertain and too short. New museums receive start-up money with no likelihood of sustainability. Operating expenses have skyrocketed. Professional advice is difficult to access. Curatorial functions are under-valued and under-resourced. There is no time or money to support creativity or innovation.

We found it remarkable that this message was so consistent from heritage workers and volunteers throughout Nova Scotia. This includes people from

The Nova Scotia Museum has existed for over 130 years. It was established in law through the Nova Scotia Museum Act and has a Board of Governors appointed by government. The Heritage Division of the Department of Tourism, Culture and Heritage oversees the operation of the museum, which currently has 27 sites throughout Nova Scotia. Although it is one museum, it has buildings in 27 separate locations, each owned by the province. The Nova Scotia Museum includes a collection section comprised of professionals who acquire, document, and conserve the provincial collection of artifacts and specimens.

among the 27 Nova Scotia Museum sites, the 66 provincially supported community museums, and other heritage facilities.

HERITAGE FACILITIES NEED SUPPORT

The Federation of Nova Scotian Heritage pointed out the fiscal reality that virtually no heritage facility or service can operate without some portion of its funding, whether capital or operational, coming from a government source. Other consultation participants said that museums should be supported in the same way as other public services like health care, highways, public schools, or libraries. Still others said that while it is correct to expect heritage facilities to behave in a business-like manner, it is not fair to treat them the same way as for-profit businesses. They are essentially public services.

Heritage workers, paid and volunteer, are holding the entire system together on shoestring budgets. They are doing it through sheer willpower and passion. Our chosen heritage facilities deserve adequate support.

A RESTRUCTURED FRAMEWORK OF MUSEUMS FOR NOVA SCOTIA

Defining and implementing a museum strategy should be one of government's key heritage priorities. The provincial government should review and restructure Nova Scotia's museum framework within the next year.

We note that re-structuring alone will not address the tremendous challenges facing Nova Scotia's museums. This is a case where substantial ongoing investments are needed to make sure that museums are able to make a long-term commitment to collections management, interpretive renewal, creativity, and innovation.

At the moment, Nova Scotia has a hodgepodge of heritage facilities without clear, consistent themes. Some stories are not being told, others are being repeated, and limited resources are being spread far too thinly.

A few of Nova Scotia's publicly funded museums were "purpose built" to address a specific heritage story or theme. In some cases a building saved for its heritage value emerged as a museum for lack of a better use. Individual collections bequeathed to governments or community societies led to the formation of additional museums. The incredible passion of charismatic or influential individuals created other sites. And some began as strictly private ventures only to be taken over or funded by the provincial government when they could not survive on their own. Politics has also played a role.

A MUSEUMS WORKING GROUP

We see the need to strike a Museums Working Group with extensive heritage expertise to define a

The Federation of Nova Scotian Heritage is a non-profit organization that represents 125 heritage organizations in the province. It supports and promotes heritage for the benefit of all Nova Scotians through education, advocacy, and networking. During the past 30 years, it has been providing professional development to employees, trustees, and volunteers throughout Nova Scotia by offering IT advice, hosting an annual conference, running workshops, and delivering on-site consultations. The federation promotes collaboration amongst its members and with government to connect local, provincial, and federal heritage initiatives. This fosters sustainability within the heritage sector.

detailed museum strategy. Our task force has neither the required mandate nor the expertise for this task. This objective group must be empowered to decide which facilities warrant provincial government support and which do not. Where themes or stories are either not currently being told, or not told well, the Museums Working Group should also make recommendations on the need to establish new sites to address these gaps.

Just as an interpretive plan determines the stories to be told and how best to tell them for an individual museum, an interpretive plan for Nova Scotia should guide our provincial investments. The Museums Working Group's first act should be to develop an interpretive plan for the province that

- Sets standard criteria for the determination of provincial, regional, and community significance
- Identifies the important provincial, regional, and community stories or themes
- Respects the principle of cultural diversity
- Is created through consultation

A restructured framework of museums for Nova Scotia should include four distinct categories:

Provincial Museums (The Nova Scotia Museum)
County/Regional Museums
Community Museums
Other Museums

PROVINCIAL MUSEUMS (THE NOVA SCOTIA MUSEUM)

Nova Scotia needs to identify and fully fund a limited number of provincially significant museums that are owned by the province. This means supporting and investing in fewer provincially owned sites than the 27 that exist today as the Nova Scotia Museum.

In reviewing and rationalizing the Nova Scotia Museum, the Museums Working Group should create the "provincially significant" section of the interpretive plan in consultation with the Heritage Council (also being recommended by the task force) and the Nova Scotia Museum Board of Governors.

As the centrepieces of our province's framework of museums, the Nova Scotia Museum facilities must

- Represent our provincially significant tangible, intangible, and natural heritage
- Offer an affordable public service to all
- Provide captivating and experiential heritage for museum visitors
- Employ heritage professionals and maintain high standards in all aspects of museum work
- Recognize that the traditional definition of a museum may not fit the needs of different cultures
- Provide the highest standards of collections management and care

The restructured Nova Scotia Museum may include traditional museums, cultural centers, heritage facilities, historic places, or a combination of these, as long as they meet the criteria for a provincially significant site and fit within the agreed-upon interpretive plan.

The Nova Scotia Museum faces a dire situation in virtually all aspects of its work. One only has to consider that the Nova Scotia Museum has over 900, 000 artifacts and specimens in the provincial collection, but no conservation lab or budget to preserve these objects. Its curatorial staff has also steadily decreased in numbers over the years. This requires immediate attention.

Collections are the lifeblood of museums. Without the ability to catalogue, research, effectively conserve, store, and interpret these most important of our provincial assets, the hope of a renewed and revitalized Nova Scotia Museum cannot be achieved.

Respondents to our interim report told the task force that restructuring and rationalization will not "free up" the kind of money required to inject life and vitality into the Nova Scotia Museum. We agree. Substantial new investments must be made in a restructured Nova Scotia Museum.

Some of the currently supported sites may not be a part of a restructured Nova Scotia Museum. These facilities may still receive provincial funding as a county/regional or a community museum. A transition plan needs to be developed and funded for these situations.

COUNTY/REGIONAL MUSEUMS

The provincial government should designate and substantially fund a category of county/regional museums.

In determining the county/regional museums to be supported by the province, the Museums Working Group should create the "regionally significant"

component of Nova Scotia's interpretive plan through consultation with regional stakeholders representing the full range of heritage themes and cultural populations referenced in our report.

County/regional facilities should have the following characteristics or capabilities:

- Open year round
- Independently owned and operated
- Able to assist smaller museums
- Archival centers, as appropriate
- Professional curatorial expertise
- Adequate financial and staff resources

Facilities not funded by the provincial government as county/regional museums may be better positioned as community museums.

COMMUNITY MUSEUMS

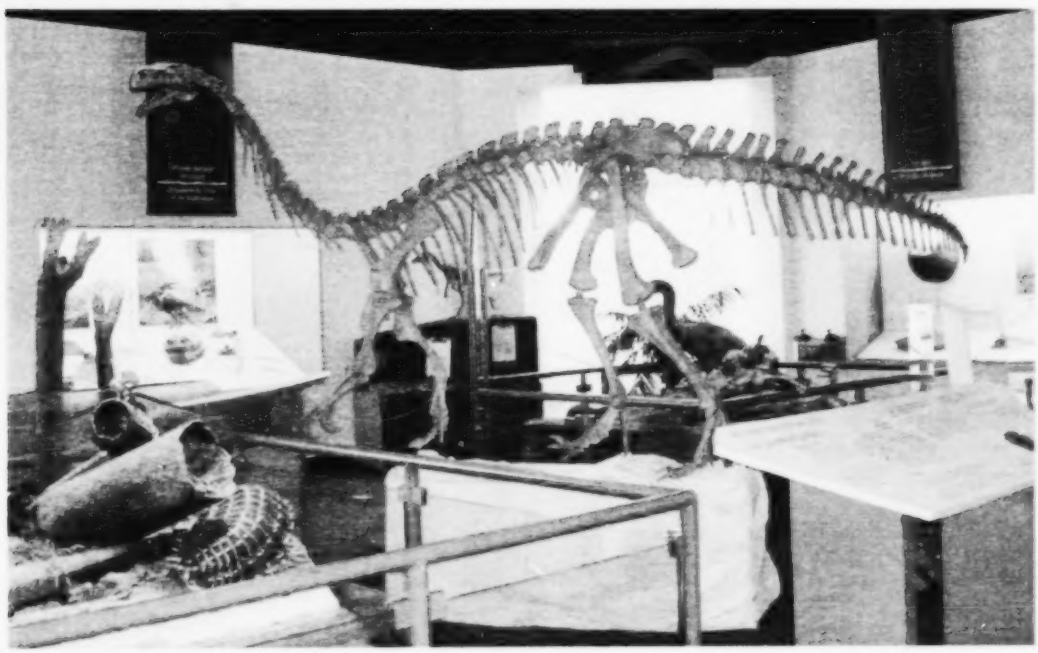
The Museums Working Group should determine the number of community museums that can be supported by the province's Community Museum Assistance Program (CMAP).

Currently 66 community museums share less than one million dollars from the provincial government through the Community Museum Assistance Program. Individual amounts range from a high of $64,000 to a low of $659 annually.

Most people associated with CMAP thought very highly of the way it operates and the assistance it provides. However, new facilities have been added to the list of recipients without a corresponding increase in funding to CMAP. This means resources are spread too thinly. In the future, museums should be added to CMAP only with corresponding increases to overall funding.

The provincial government should continue to support community museums using CMAP. However, no site should be eligible for provincial funding if not also financially supported by the relevant municipal government. We believe that most municipalities do not position themselves as heritage leaders. It is time for municipalities to step up and accept their share of the responsibility for heritage.

Respondents to our interim report called for the task force to identify a specific minimum level of sup-



Fundy Geological Museum

port from municipalities for a museum to qualify for CMAP funding. We believe that the Museums Working Group should propose this minimum level of municipal participation.

People spoke in glowing terms of the Passage Project, which is an initiative supported by the provincial government to help standardize the information technology of community museums throughout Nova Scotia for cataloging and sharing their collections online. Most say it is time to make this a permanent fixture of the CMAP support program. We agree and in doing so note that the CMAP funding portfolio must increase according.

OTHER COMMUNITY MUSEUMS

Museums that do not qualify for CMAP funding from the provincial government must be entirely supported by the municipal level of government or by other means.

RECOMMENDATIONS — MUSEUMS

15 Create a Museums Working Group with a mandate to develop an interpretive plan for the province and restructure Nova Scotia's framework of museums as follows:

- a Identify the heritage centerpieces that will form Nova Scotia's network of provincially significant museums (The Nova Scotia Museum) owned by the provincial government.
- b Identify the year-round, regionally significant county/regional heritage facilities to be supported by the province. These independently owned and governed museums may also have a mandate to serve as archival facilities and should be sources of expertise for community museums in their area.
- c Identify those community museums to be supported by the Community Museum Assistance Program (CMAP) in partnership with municipal governments.

16 Increase funding to a restructured Nova Scotia Museum so it can carry out all aspects of its mandate with increased staff and resources.

17 Establish and staff a provincial conservation lab for artifacts and archival material within the Nova Scotia Museum and make it accessible to county/regional museums, community museums and private conservators.

18 Freeze the current list of museums that get funding under the Community Museum Assistance Program (CMAP) until Nova Scotia's museum framework has been restructured, and add new recipients only as funding increases.

19 Make the Passage Project a permanent addition to the Community Museum Assistance Program (CMAP), and increase funding to the CMAP program to support this addition.

ARCHIVES

Archives underpin virtually all other aspects of heritage. They support the work of historians, journalists, filmmakers, urban planners, marketers and sales people, the publishing industry, archaeologists, genealogists, the built heritage community, museum workers, educators, students, lifelong learners, immigrants, cultural groups, and heritage tourism operators.

We have been told that without a reliable record of the past, organizations are at a disadvantage and cannot function to their full capacity. Consider the value of original treaty documents to the Mi'kmaw people in advancing their rightful claims in the courts and in negotiations with other levels of government.

NOVA SCOTIA ARCHIVES AND RECORDS MANAGEMENT

Nova Scotia Archives and Records Management (NSARM) acquires, preserves, and makes available the province's documentary heritage—recorded information of provincial significance created or accumulated by government and the private sector over the last 300 years.

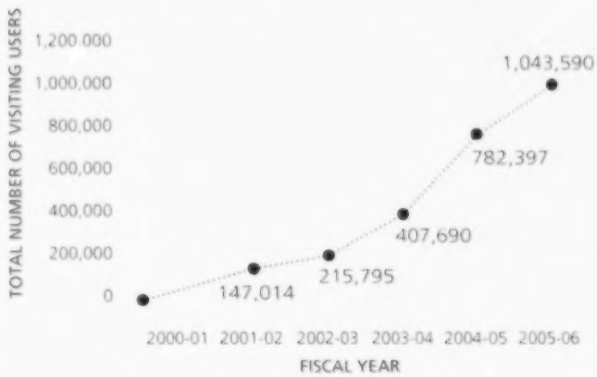
In 1998 the new Public Archives Act limited the Nova Scotia Archives and Records Management's acquisition mandate to preserving the archival records of provincial government departments, agencies, boards, and commissions, as well as private-sector

records of provincial scope or significance. This legislation enabled NSARM to make more effective use of available resources, encouraged municipalities to take care of their own records, and repatriated local records to the area in which they were created. This repatriation meant that some NSARM holdings were deaccessioned and had to be transferred to more appropriate archives. The Council of Nova Scotia Archives (CNSA) led the development of the Provincial Cooperative Acquisition Strategy that continues to make these transfers run smoothly.

NSARM is a model of professionalism and a valuable source of archival advice for others in the province. But budget and staff cuts over the last decade have taken their toll. We believe NSARM needs greater financial support so that the level of acquisition, preservation, and public access to both government and private records (of provincial significance) can serve the heritage community at the highest possible levels. Accurate and thorough research must be the starting point for all heritage interpretation and publications. Nova Scotia needs the strongest possible archives at the provincial level.

The Public Archives of Nova Scotia is one of the busiest archives in Canada. It is a leader in providing online access to archival resources. In recognition of its work the Archives Online Resources Team received a Premier's Award of Excellence.

TOTAL VISITING USERS BY FISCAL YEAR



LITTLE EMPHASIS ON ARCHIVES

Governments, businesses, non-profit organizations, and municipalities could do a lot more in this area of heritage. Few municipalities or businesses dedicate many resources to archives. The serious lack of archival capacity throughout the province is cause for concern.

Municipalities must assume more responsibility for local records. The Halifax Regional Municipality formally established an archive in September 2005. Although this was welcome news to the archival community, the Council of Nova Scotia Archives (CNSA) expressed concern to us about the other 54 local municipalities. Of these, only the Municipality of the District of Argyle and the Municipality of Victoria County have established archival programs. Most municipalities do not make their non-current records accessible, nor do they have a person designated as responsible for identifying records of continuing value.

All publicly funded organizations have an important records management obligation. To the greatest possible extent school boards, universities, and municipalities should be encouraged to increase their archival capacity and to make appropriate records accessible to the public.

A NETWORK OF COUNTY/REGIONAL ARCHIVES

In an effort to further increase the capacity to acquire, preserve, and make Nova Scotia's heritage accessible, the Province of Nova Scotia should establish and fund a network of regional archives in conjunction with the county/regional museums.

In response to our interim report, the Council of Nova Scotia Archives (CNSA) advised us that while hosting regional archives in museum structures is certainly possible, it is not the only model that could be used. They point to the Beaton Institute at Cape Breton University and other university archives or regional libraries as examples. When it is more appropriate, a regional archive could be set up within another public institution, such as a regional library or a university.

TOTAL ARCHIVES CONCEPT

Since our interim report was issued, we have learned about the importance of the total archives concept. Simply put, this means that archives should accept both public and private sector records, as their capabilities permit. We agree. And it is also the intent of

the task force that these organizations would comply with the current CNSA standards in relation to all aspects of archival activities (appraisal, accessioning, acquisition, arrangement and description, preservation, and access). To comply, these museums need to have their archives open year round, designate a staff member to be responsible for the archives, and have an identifiable funding stream for their archival program. Only by complying with these requirements would the museums be eligible for consideration as an institutional member of CNSA.

ARCHIVES AND COMMUNITY MUSEUMS

Community museums play an important role as archival centers for their communities. Across the province, community museums also appear to be dealing with a flood of interest in genealogy from people all over the world. The 2004 Nova Scotia Visitor Exit Survey found that 4 per cent of the visitors to Nova Scotia participated in researching family history while visiting the province.

Throughout the course of our work, staff and volunteers of community museums have been telling us that while much of their day-to-day work involves archives, there is no stream of money from any source to help them do a better job in this important area of their heritage work. To address this situation, those museums qualifying as CMAP facilities should get additional funding from that program specifically for the archival and genealogical work currently being done, but not financially supported.

OTHER CHALLENGES FOR ARCHIVES

There is no guarantee that today's digital records can be accessed by tomorrow's technology. This poses significant software, hardware, training, and cost concerns for those involved in archival heritage. The information technology challenges of conserving and continuing to make today's digital archives accessible requires a comprehensive and coordinated response. And with the rate of technological change showing no sign of slowing, the need to plan for how archives use and adapt to advances in information technology is paramount.

According to CNSA's survey of their member organizations, of the 22 that responded, 14 claim that they have no control over humidity and 8 claim that they have no control over temperature in their storage areas. This is also a problem for museums.

Other reasons to pay special attention to archives include the new demands imposed by the protection of privacy and copyright legislation.

RECOMMENDATIONS — ARCHIVES

20 Ensure that the Nova Scotia Archives and Records Management (NSARM) is well-funded so it can achieve all aspects of its mandate and so it can also act as an advisory resource to other archives.

21 Encourage publicly funded institutions such as universities and municipal governments in their efforts to develop and maintain their own public archives.

22 a Develop and fund regional archives at the county/regional museums (see Recommendation 15b) or at other public institutions, such as regional libraries or universities, if that is more appropriate for a particular location.

b Increase funding to Community Museum Assistance Program (CMAP) museums to acknowledge, encourage, and support the valuable role these facilities play in archives and genealogy.

23 Undertake a comprehensive needs assessment on information technology as it relates to archives and implement the results.

HERITAGE WORKERS

Although we did speak to the subject of heritage workers in our interim report, particularly in the museum section, this topic warrants further consideration and more specific discussion.

STAFFING CAPACITY

Advancing the recommendations presented in our final report will require significant financial and human resources. However, many areas of the Heritage division now lack adequate staff resources to meet current work requirements, let alone having the capacity to service the additional demands required to implement Nova Scotia's heritage strategy.

For example, within our provincial museum system (Nova Scotia Museum) and within the Heritage division

- Three disciplines—geology, zoology, and botany—are the responsibilities of one curator each, with no assistant curators.
- There is one curator for the history collection and only one curator of marine history.
- The museum has no marine archaeologist to address aspects of underwater archaeology.
- The museum has one senior conservator, with no junior conservator, and no conservation lab.
- One staff person administers two funding programs for other museums (SDI $200 000 and CMAP $875 000).
- No curatorial expertise is dedicated specifically to the administration of the Cemeteries Protection Act.
- One information technology professional administers, updates, and manages the Nova Scotia Museum website, which has the highest visitation rate of all Tourism, Culture and Heritage websites, and no outside IT company has been contracted to assist with managing the site.

If this is the reality within our provincial museum and our provincial heritage division, imagine what it must be like for the under-funded community museums.

Unless this situation changes, it is unlikely that the goals of a heritage strategy can be achieved. The Department of Tourism, Culture and Heritage should conduct a full audit of staffing to make sure sufficient professional staff are deployed in the core areas of heritage. This is especially important in light of the significant changes proposed by this task force for Nova Scotia's heritage strategy.

COMPENSATION AND TRAINING FOR HERITAGE WORKERS

Although, there were no empirical studies on compensation for heritage workers in Nova Scotia, we heard numerous times about poorly paid heritage workers, many with one or more university degrees.

As part of a staffing audit, the province of Nova Scotia should take the opportunity to analyze levels of compensation and training for heritage workers, particularly those who are not civil servants. This is especially important as workers with many years of experience retire and succession plans will need to be acted upon.

Ensuring that heritage workers are fairly compensated and well trained will also signal to the youth of our province that heritage is a career path worth exploring.

VOLUNTEERS

Without heritage volunteers, many of Nova Scotia's museums, archives, cultural centres, societies, and associations would cease to exist. And much of Nova Scotia's heritage would disappear.

Museum volunteers at many sites are tired of trying to do more with less. They wonder who will carry on their work without a greater number of younger volunteers who share their passion. They long for sustained operational funding instead of project-oriented grants. They watch as student work terms become shorter and more difficult to access. They're disappointed about not being able to pay museum workers a fair wage. And they can't understand why experts are not more readily available to work with their museums.

A 2001 Canadian Museums Association report on volunteerism at museums, *More Than Willing Hands*, noted that

> *solutions lie in better and more stable funding; constructive dialogue between management, paid staff and volunteers; greater access by volunteers to training and development opportunities; close collaboration between museums and the broader voluntary sector; and museum strategies reflecting the changing demographic and cultural character of the communities they serve.*

To best help Nova Scotia's heritage volunteers, the provincial government must move quickly to implement a heritage strategy and to significantly increase overall heritage funding. Volunteers accept that tough decisions need to be made and not every heritage institution may benefit from restructuring. However, in the future, sites must be able to count on reasonable and sustained support.

YOUTH INVOLVEMENT

High school and university aged youth in our province should be encouraged to consider working or volunteering in the heritage sector. Museums and other facilities should aggressively promote the availability of volunteer opportunities. They should also hire students for work terms who have a proven aptitude through their volunteer activities or through their school projects. Information technology is an area where students can bring their skills to contribute in an area of challenge for museum staff.

RECOMMENDATIONS — HERITAGE WORKERS

24 Conduct a full audit of staffing within the heritage division and the Nova Scotia Museum to ensure there are a sufficient number of professionals deployed in all core areas of heritage. As part of the audit, analyze the salaries and training levels of heritage professionals to make sure they are being fairly compensated and well trained.

25 Act quickly to adopt and implement a heritage strategy and significantly increase overall heritage funding and training, to best help volunteers.

26 Make greater efforts to involve high school and university aged youth as volunteers in the heritage sector.

BUILT HERITAGE

Built heritage is likely the most visible element of Nova Scotia's cultural heritage assets. It sets us apart from other jurisdictions and contributes greatly to the character of our communities and our pride in them.

We heard throughout our consultations about the lack of incentives for built heritage preservation and the lack of "teeth" in the Heritage Property Act.

ALTERATIONS OR DEMOLITION CONTROLS

We heard repeatedly about section 18 of the Heritage Property Act that deals with municipally registered heritage properties. Although owners must seek approval from municipal council before altering or demolishing a heritage property, municipal councils have no real power to prevent alteration or demolition. If a municipal council rejects a proposal by an owner to alter or demolish a property, section 18 says the owner may carry out the alteration or demolition after waiting one year. This amounts to no protection for municipally registered heritage properties. We are the only province in the country that allows this to happen.

The Heritage Property Act should be amended to remove the one-year waiting period provision. Municipalities should have the power to protect municipally registered heritage properties from alteration or demolition. Municipal councils should still be able to approve alterations or demolition in extenuating circumstances, and property owners should have recourse through an official appeal process if they disagree with a council ruling.

LACK OF INCENTIVES

Owners of registered heritage properties pointed out that the Province of Nova Scotia offers a small grant of $1000 every two years to help owners maintain heritage properties. We understand that the total invested by the province on a yearly basis does not exceed $50,000 for this program.

Many people told us it was hardly worth the paperwork to apply and account for the program. We agree. The Province of Nova Scotia should increase the built heritage grant program so that it provides a real incentive for property owners to seek or maintain heritage designation and to otherwise invest in preserving provincially or municipally registered heritage properties.

PROPERTY TAX RELIEF

One method of providing a province-wide incentive to owners of built heritage is by creating a preferred property tax arrangement for provincially or municipally registered heritage properties. Although the Municipal Government Act enables municipalities to establish by-laws to exempt or reduce the property taxes of certain charities and non-profit organizations, there are no provisions that apply to other private owners of built heritage. We favour this approach as it would prevent the situation like the one described by a historical association in Nova Scotia that rescued a lighthouse for their community only to receive a property assessment for their coastal property listed as commercial (a higher tax rate).

Lawrence House

DOWNTOWN REVITALIZATION

We learned about many good reasons to rehabilitate and reuse heritage buildings. Donovan Rypkema, an internationally renowned consultant and educator on built heritage, spoke to us about successful downtown revitalization initiatives. Every successful example of a downtown revitalization involved heritage. In fact, he believes downtown revitalization and heritage are for all intents and purposes one and the same thing.

A WISE INVESTMENT

We learned that investment in building rehabilitation creates proportionately more jobs and greater household income than investments in many other industries. We also heard that the reuse of heritage buildings reduces urban sprawl and is both environmentally and fiscally responsible. Mr. Rypkema, in his book The Economics of Historic Preservation, also cites examples of heritage-based tourism providing greater returns than other sources of tourism. The heritage tourist stays longer, visits more places, and spends more money.

HERITAGE CONSERVATION DISTRICTS

We learned that heritage conservation districts have saved a great deal of built heritage in the United States. In 80 per cent of cases, the properties within heritage conservation districts increased in value faster than if they had not been included.

Nova Scotia's Heritage Property Act enables municipalities to designate heritage conservation districts to conserve an area with individual properties that together comprise an identifiable heritage resource. The process is not easy. It involves a formal study, public consultations, and the development of draft bylaws.

The province has five heritage conservation districts: Grand-Pré, Lunenburg, Maitland, Truro, and Yarmouth. Planning is underway for districts in the Cape Breton Regional Municipality and the Halifax Regional Municipality (Barrington Street Historic District).

Municipalities across Nova Scotia should be encouraged and supported in their efforts to designate more heritage conservation districts.

LIGHTHOUSES

Lighthouses, icons of our tourism literature, were on the minds of a number of people who attended our town hall meetings. The federal government has been divesting itself of such properties. We understand that they are first offered to the province, then to municipalities, and next to community groups, before being sold to the private sector.

Because of the importance of lighthouses to Nova Scotians and to our tourism industry, we suggest that all lighthouses still in government hands be considered for heritage designation. In this way, lighthouses could be privately owned but still protected as built heritage. This would help preserve an important piece of our coastal heritage. This status would also make lighthouses eligible for provincial heritage property programs. Lighthouses are an example of how partnerships could be employed to save heritage.

GOVERNMENT OFFICES AND HERITAGE PROPERTIES

An important thing Nova Scotia could do to preserve heritage properties would be to encourage all levels of government to make use of heritage properties for their offices. This would provide many returns to both the owner and the community.

Nova Scotia has four provincially designated lighthouses: Mullens Point, Gilberts Cove, Fort Point, and Cape Forchu. Four more lighthouses have other heritage designations including Sambro, the oldest operating light in North America, Louisbourg, Canada's first lighthouse, Cape Sable, a registered federal heritage building, and Peggy's Cove, a classified federal heritage building. The provincial government recognizes the many values associated with lighthouses. It supports a provincial lighthouse divestiture committee led by the Department of Tourism, Culture and Heritage.

CHURCHES

Churches are threatened as population shifts and patterns of worship change. We heard that churches with declining congregations are finding it more and more difficult to continue. These heritage pillars of our communities will be at greater risk with each passing year. Many churches are ripe for heritage designation—either municipally or provincially. We urge the religious orders themselves or the local communities to develop strategies for maintaining these important structures.

INSURANCE FOR HERITAGE PROPERTIES

A number of people voiced concern about the difficulty in getting insurance or the cost of insurance for registered heritage properties. Heritage designation affects the exterior of a building only. A heritage designation should not make insurance more expensive or less available than for a non-designated home of similar age and condition.

Our consultations indicated that insurance is available to heritage property owners and that more education about the Heritage Property Act requirements, both for property owners and insurance industry representatives, could help make insurance more accessible. We refer readers to a recently produced brochure, "Insuring Old Homes In Nova Scotia," that dispels myths about insuring heritage homes and answers some of the frequent questions from owners of older homes. Representatives of heritage associations, the Department of Tourism, Culture and Heritage, and the insurance industry developed the brochure.

RECOMMENDATIONS — BUILT HERITAGE

27 Amend the Heritage Property Act to remove the one-year waiting period provision (section 18) so that municipalities can prevent property owners from altering or demolishing municipal registered heritage properties.

28 Increase the amount of provincial grant money an owner can receive to help them maintain a municipal or provincial registered heritage property. Increase the total amount of provincial grant money available so more owners can be assisted.

29 Work with municipalities to create more heritage conservation districts. Provide financial support to help municipalities plan for the creation of heritage conservation districts.

30 Create a preferred property tax arrangement that provides ongoing tax relief to owners of all provincial and municipal registered heritage properties.

31 Consider all lighthouses in Nova Scotia for provincial heritage property designation. Pursue partnership opportunities with other levels of government and community groups to protect and maintain public access to lighthouses and the associated properties.

32 Establish a policy that encourages provincial and municipal government offices to occupy registered heritage properties.

CEMETERIES

Cemeteries are important tangible evidence for society's ever-expanding interest in genealogy. To a person tracing their roots, a cemetery can mean a great deal. We've been told about people returning to Nova Scotia or visiting for the first time to find the burial place of a relative.

For many people, cemeteries are places for quiet meditation. For others, they represent a way to attract and entertain tourists. Those who complete the candlelight tour of the Garrison Graveyard at Fort Anne National Historic Site in Annapolis Royal don't soon forget the superb story telling abilities of Alain Melanson.

Students exploring their family tree or learning about the history of their community can benefit by visiting their local burial places—particularly pioneer cemeteries. We can foster respect for heritage in the younger generation through projects such as assigning the care of cemetery stones to students, as is done in the Netherlands with the graves of Canadian soldiers.

Throughout our consultations, caring for our cemeteries rated as one of the more popular sentiments expressed. Nova Scotians support initiatives that inventory, care for, protect, and make information available about this important part of our heritage.

For these reasons and more, Nova Scotia's heritage strategy should recognize cemeteries as a record of our history and a core element of our collective heritage.

THE CEMETERIES PROTECTION ACT

The Cemeteries Protection Act of 1998 (amended 2001) makes well-intentioned provisions for protecting cemeteries, granting public access, and involving the local community in long-term stewardship initiatives.

For example, section 9 of this act says, *"Every person who desecrates, damages or destroys a cemetery is guilty of an offence against this Act ..."* and section 11 says, *"Every person who is guilty of an offence against this Act is liable, on summary conviction, to a fine not exceeding two thousand dollars or, on default of payment, imprisonment for a period not exceeding six months ..."*

In terms of access, section 4 (5) says that, *"Any person may go on foot upon and across any uncultivated lands or Crown lands for the purpose of visiting a cemetery during daylight hours for purposes usually associated with cemetery visits."*

Many people expressed concern about abandoned cemeteries in Nova Scotia. When people speak of abandoned cemeteries, they are not using the term as defined in the act. They are witnessing neglect of a cemetery site. There are hundreds, if not thousands, of such sites in our province. At a number of our community meetings, we met volunteers who spend many days a year working passionately to find, document, and care for abandoned cemeteries.

Section 4 (1) of the Cemetery Protection Act sets out a process for declaring a cemetery "abandoned" and enabling persons to enter the cemetery to look after it. This section says

> *"Where the Governor in Council is satisfied that*
> *(a) a cemetery is no longer being used for the burial or permanent placement of human remains;*
> *(b) the owner of the cemetery is unknown, cannot be found or is unable to maintain the cemetery;*
> *(c) the cemetery is not subject to active management, the Governor in Council may, by order, declare the cemetery to be an abandoned cemetery and permit persons to enter the cemetery and carry out such work as the Governor in Council thinks necessary to* restore, preserve and protect the cemetery."

Despite the good intentions of the Cemetery Protection Act, there has never been a cemetery declared abandoned under this legislation. And we did not find anyone within the provincial government with an assigned responsibility for cemeteries.

It appears there are outstanding issues affecting the functionality of the Cemetery Protection Act. The act needs to be amended to make it work as intended.

LONG-TERM PARTNERSHIP REQUIRED

Governments, volunteers, religious orders, and heritage organizations need to share in the responsibility for protecting our cemeteries. Each cemetery (abandoned or otherwise) needs to be accounted for, documented, protected, and preserved to the greatest extent possible.

This is a monumental and ongoing task. We have discovered that volunteers are up to the job. In fact, they have already been at work across Nova Scotia doing much of what needs to be done. But they have received little sustained support, recognition, or direction.

People told us that Nova Scotia needs a way to coordinate and record information about cemeteries. We agree that a central directory of cemeteries should be created and maintained. Volunteers will undoubtedly provide most of the effort, but government should support them by establishing a central database.

Governments should also provide grants to help those involved with heritage-related work on cemeteries. They are performing a valuable service and should be able to count on consistent, predictable support.

RECOMMENDATIONS — CEMETERIES

33 Support volunteer groups involved in heritage related cemetery work through training and funding.

34 Encourage youth to be involved in locating, documenting, protecting, and preserving cemeteries.

35 Amend the Cemetery Protection Act so that it can be used to protect cemeteries as intended.

36 Create and maintain a detailed provincial inventory of burial grounds and cemeteries.

ARCHAEOLOGY AND PALEONTOLOGY

The *American Heritage Dictionary* provides concise definitions of archaeology and paleontology:

Archaeology — The systematic study of past human life and culture by the recovery and examination of remaining material evidence, such as graves, buildings, tools, and pottery.

Paleontology —The study of the forms of life existing in prehistoric or geologic times, as represented by the fossils of plants, animals, and other organisms.

Nova Scotia's heritage strategy needs to consider each of these important areas of professional study and practice.

ARCHAEOLOGY

The Nova Scotia Department of Tourism, Culture and Heritage website contains the following passage:

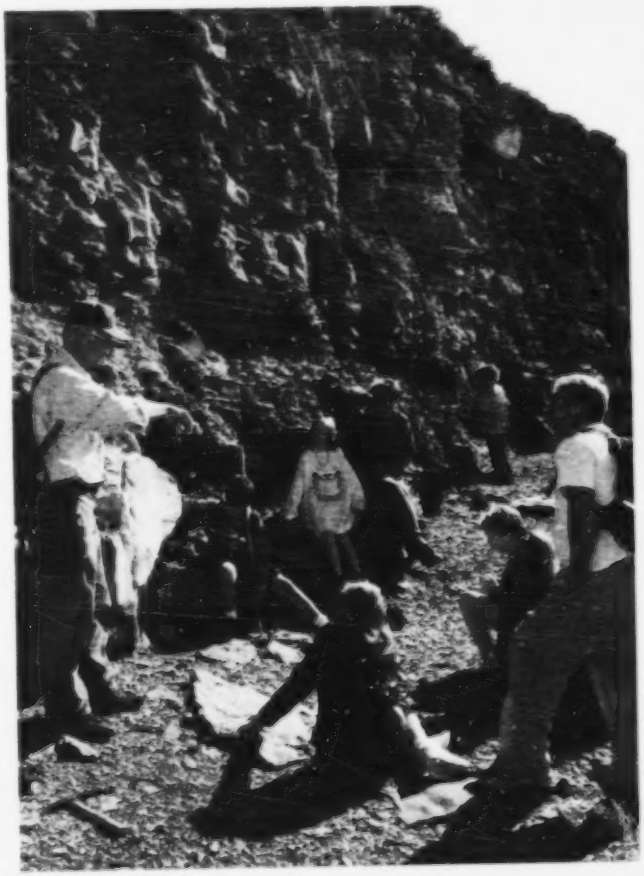
Over the past 11,000 years the area we know today as Nova Scotia has been settled by many different groups of people. The first people to come to the area are known to archaeologists as the Palaeo-Indians. The first permanent European settlement was established in the early seventeenth century.

Written records only became available in the last 500 years and much of the daily life of ordinary people has gone unrecorded. By studying the things left behind, discarded, or lost by people, archaeologists try to reconstruct life in the past.

Archaeologists can only tell a part of the story since only the most durable materials will survive the natural process of decay or human destruction. Some aspects of culture, such as customs, beliefs, and music may survive through oral tradition, but there are still large gaps in our knowledge. Future archaeological discoveries may help us to tell a more complete story.

LACK OF DIRECTED RESEARCH

Professional archaeology developed slowly in Nova Scotia from 1862 onward. For many decades nothing happened. Despite this record, the Palaeo-Indian



Joggins Fossil Cliffs

The Debert/Belmont area occupies a commanding view near the head of Cobequid Bay and was ideally situated to intercept herds of migrating caribou once common to the Maritimes. Archaeological evidence indicates small, seasonal hunting camps, perhaps re-visited over several generations ...

It is the only Palaeo-Indian site in Nova Scotia and the oldest archaeological site in the province; it is the most northeasterly Palaeo-Indian occupation positively identified; and, it is one of the few Palaeo-Indian sites to have been discovered within the portion of North America that was glaciated ...

Evidence of First Peoples is recognized through distinctive stone tools that are known only to belong to Palaeo-Indian tool kits. Isolated finds have been recorded in each of the three Maritime Provinces; however only one major living area, near Debert and Belmont in Colchester County, has so far been identified. Radiocarbon dating places the age of these finds at approximately 11,000 years ago (from the Nova Scotia Museum website).

site at Debert and the archaeological excavations at Louisbourg stand out as examples of best practice in directed archaeological research.

And despite the importance of archaeological sites to the Mi'kmaq, the Acadians, and African Nova Scotians, little directed research has taken place in recent years. Of the 90 or so heritage research permits issued in the past year, most are associated with the Environment Act's pre-development assessment process.

AN OPPORTUNITY

Nova Scotia is rich in archaeological resources. Some 1200 sites have been recorded to date, with 30 to 50 additional locations added each year. Of the 1200 known sites, more than 800 of these are associated with Mi'kmaw heritage.

We believe this represents a valuable resource for Nova Scotia. People told us about the exciting potential for connecting archaeology with public education and with tourism. Where professionally directed excavations take place near historic sites, we heard that tourists express a high degree of interest in what's happening.

The lack of professionally directed archeology within the province amounts to a missed opportunity. This issue needs to be addressed.

Since our interim report we heard about recent archaeology initiatives undertaken by community, federal government, and university partnerships at Grand-Pré (2001–present) and Fortress Louisbourg (2005–present) national historic sites. These professional archaeological projects integrate members of the public into working archaeological excavations. They have apparently been very successful in combining research, education, and "authentic" tourism. The province should be taking advantage of its archaeological resources in this way as well.

A GRADUATE PROGRAM

We heard several times about the need to create a graduate level archaeology program at the university level. More often than not, directed research has happened in the past through Saint Mary's or St. Francis Xavier, as both universities had hired archaeologists in the 1970s. However, despite the richness of our archaeological heritage, no university in the province has a graduate program. This is an opportunity.

MI'KMAWEY DEBERT

The Debert Palaeo-Indian site offers an extraordinary opportunity for investment.

The Confederacy of Mainland Mi'kmaq of Nova Scotia plan to erect a cultural centre at Mi'kmawey Debert as part of a major initiative to highlight this Canadian and internationally significant site. We fully support the efforts of the Confederacy and urge all levels of government to make this a priority.

PALEONTOLOGY

Nova Scotia's paleontological heritage is one of global significance. Figure 1 highlights a number of discoveries for which Nova Scotia has become world-famous.

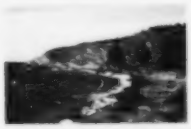
Fossils are a common property resource—they belong to the people of the province. Good management of

FOSSILS
of NOVA SCOTIA

NOVA SCOTIA
MUSEUM

Amazing Discoveries

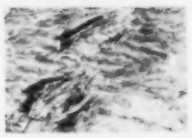
For its small size, Nova Scotia is unusually rich in fossils. Here are seven discoveries for which Nova Scotia is especially famous, representing a great variety of discoveries of national and international importance.



Arisaig Sea Cliffs

Triassic Period (235 – 208 million years ago)

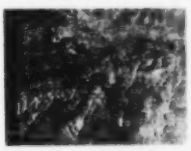
Walk through 150 million years of Earth's history.



Horton Bluff Footprints

Lower Carboniferous Period (360 – 330 million years ago)

The largest fossilised amphibian footprints ever found in rocks of this age.



Joggins' Ancient Reptiles

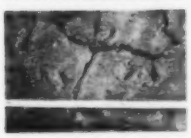
Upper Carboniferous Period (330 – 290 million years ago)

At Joggins, the rare remains of the earliest true reptiles have been found inside fossilised tree stumps.

Diligent River Trackways

Upper Carboniferous Period (320 – 290 million years ago)

These incredible trackways are sure to reveal secrets of ancient amphibian life.



Brule Trackway

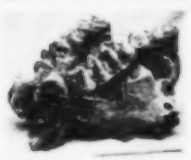
Permian Period (290 – 245 million years ago)

The oldest evidence of herding behavior in animals.

Parrsboro Trithelodont bones

Jurassic Period (201 – 144 million years ago)

The world's largest cache of Trithelodont bones has been found near Parrsboro.



Mastodon Discovery

Pleistocene Epoch (1.5 million to 10,000 years ago)

The East Milford Mastodon is the most complete mastodon material found in Nova Scotia to date.

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Figure 1

Along the Bay of Fundy coast, two designated Special Places tell stories of our ancient past. At the Fundy Geological Museum in Parrsboro visitors can learn about 500 million years of geological history and some of Canada's oldest dinosaurs. Nearby are the Joggins Fossil Cliffs, a world-class paleontological site. The fossil cliffs are on Canada's tentative list to go forward for UNESCO World Heritage Site designation. Currently, the Cumberland Regional Economic Development Association, in partnership with community and all levels of government, is leading a project to develop, interpret, and promote the significance of the fossil cliffs to heritage enthusiasts from around the world.

the province's rich fossil heritage can provide a great benefit to all current and future Nova Scotians. Fossils provide evidence for reconstructing our ancient world. Researchers and scientists are attracted to Nova Scotia for this reason. Our paleontological resources draw tourists to our communities, and they also provide a valuable context for both formal and informal education.

As part of an ongoing effort to learn more about our place in the development of the world, we can do much more to expand upon the paleontological work of the past and to take advantage of the reasons for which we have already become very well known. Nova Scotia should undertake a paleontological research agenda.

SPECIAL PLACES

The Special Places Protection Act is the tool used to protect and provide for the management of archaeological and paleontological sites. To date Nova Scotia has used this legislation to designate only five sites of archaeological and paleontological significance:

- Joggins Fossil Cliffs – (Paleontology)
- Parrsboro Fossil Site – (Paleontology)
- Debert Palaeo-Indian Site – (Archaeology)
- Fletcher Lock, Shubenacadie Canal – (History/Archaeology)
- Port Morien Old French Coal Mine – (History/Paleontology)

While the Heritage division has completed a draft management plan for the Joggins protected site and is working on finalizing the Debert site plan, management plans have not been finalized for all sites. Finalized management plans for all five sites are needed. Also, little onsite interpretation occurs, and little enforcement takes place. This should change.

More Special Places should also be designated including archaeological sites representing our province's Mi'kmaw, Acadian, and African Nova Scotian communities and the locations of all major paleontological discoveries not yet designated.

AMENDING THE SPECIAL PLACES PROTECTION ACT

The stated purpose of this act is, in part, to provide for the preservation, protection, regulation, exploration, excavation, acquisition, and study of archaeological and historical remains and paleontological sites that are considered important parts of the natural or human heritage of the province.

We agree with those who call for a public review of the Special Places Protection Act. We believe that, ultimately, this legislation needs to be amended for a number of reasons.

One of the main reasons to amend the legislation is the definition of heritage objects. The definition within the act excludes objects to which the Treasure Trove Act applies, and thus fails to protect an important source of heritage objects for this coastal province. For a full discussion on the Treasure Trove Act, see the next section of this report.

The task force heard of other good reasons to conduct a public review of the Special Places Protection Act:

Archaeological screening — Respondents told us that the Special Places Protection Act should make it mandatory to check inventories of known archaeological resources before development permits are issued. If the development is in proximity to known sites, people say archaeologists need to be deployed to assess the situation before construction starts. A public review of this act should consider making archaeological screening a part of the planning processes for municipalities throughout the province.

Landowner permission — About 70 per cent of Nova Scotia is privately owned. This includes about 95 per cent of our coast. Much of our archaeological heritage exists on private land. The Special Places Protection Act says, "A permit issued under this Act does not authorize the permit holder to enter upon lands or remove heritage objects therefrom without consent of the owner or person entitled to grant consent ..."

Unless you can secure permission from the landowner, a Heritage Research Permit does not ensure that you can search for heritage objects. For some, this policy goes too far in making the landowner an ultimate roadblock to the recovery of valuable Nova Scotian heritage. A public review of the Special Places Protection Act should consider the pros and cons of this limitation and what, if anything, should be changed.

Unenforceable legislation — The act states that, "no person shall **knowingly** destroy, desecrate, deface or alter archaeological or historical remains or a paleontological site whether designated or not unless he holds a heritage research permit to excavate the specific site."

The onus is on government to prove that someone intended to cause damage, and providing such evidence is a very difficult thing to do. People responding to our discussion say that because of this provision, actually protecting special places—the reason for the act in the first place—is impossible.

RECOMMENDATIONS — ARCHAEOLOGY AND PALEONTOLOGY

37 Commit to funding a research agenda of professionally directed archaeological excavations and paleontological explorations. Take advantage of the opportunities these provide for education and tourism.

38 Provide resources to finalize the management plans for all existing designated Special Places and consider options for designating additional locations—particularly archaeological sites related to Mi'kmaw, Acadian, and African Nova Scotian communities and the sites of all major paleontological discoveries.

39 Conduct a full public review of the Special Places Protection Act, and amend the act as necessary to address its weaknesses.

40 Support the creation of a graduate program in archaeology.

UNDERWATER CULTURAL HERITAGE

Nova Scotia, with its vast coastline, has a wealth of shipwrecks and other marine heritage resources submerged along its shores. Marine heritage resources are also submerged in the many lakes, streams, rivers, and minor water bodies inland. According to a 1995 draft Nova Scotia Museum report titled *An Assessment of Submerged Cultural Resource Management in Nova Scotia*, "The number, distribution, age, significance and condition of these resources remain largely unquantified; the sites about which we know the most are primarily shipwrecks (especially dating from the late 19th century onwards), at least 4,500 in number."

A PROVINCIAL RESPONSIBILITY

A wide range of stakeholders interact with underwater cultural heritage resources, from sport divers to fisherman, from scientists to licensed treasure hunters, and from mariners to seabed developers. Managing Nova Scotia's marine heritage resources has been part of the mandate of the Nova Scotia Museum since the enactment of the Historical Objects Protection Act in 1970. In 1980, a more comprehensive legislative mandate to preserve, protect, regulate, explore, excavate, acquire, and study archaeological and historical remains was given to the Nova Scotia Museum under The Special Places Protection Act. A discussion paper titled "The Vision for Marine Heritage Resource Management in Nova Scotia," published by the Nova Scotia Museum in January 2000 explains as follows:

> *The Nova Scotia Museum has been charged with the responsibility of collecting and maintaining the "Provincial" collection on behalf of the people of Nova Scotia. This is reinforced by the Special Places Protection Act, which establishes Crown ownership of heritage objects recovered from archaeological, historical and paleontologi-*

cal sites since 1980. There are many reasons for this approach, but first and foremost is to discourage a trade in artifacts which has caused damage to countless heritage sites around the world.

THE TREASURE TROVE ACT

Another piece of legislation affecting our marine heritage is the Treasure Trove Act. This statute, passed in the 1950s to facilitate treasure hunting at Oak Island, has in recent years been applied to other "treasure" sites including shipwrecks. The Treasure Trove Act allows the province to issue licenses to individuals or companies to search for and ultimately recover treasure. Treasure is defined in the act as "precious stones or metals in a state other than their natural state or any treasure or treasure trove." The province receives part of any recovered treasure (10 per cent) and all recovered artifacts in a prescribed state of preservation and conservation.

CONFLICTING POSITIONS

The task force heard conflicting positions regarding the protection and preservation of underwater cultural resources during its consultation processes. On the one hand, we heard from a few current and past treasure trove licence holders that the Treasure Trove Act enables the recovery of treasure that would otherwise not likely be recovered and "rewards the risk of searching and finding this otherwise lost material with the opportunity to retain part of what is discovered, with the public also benefiting by receiving part of any recovered treasure and all recovered artifacts." A number of companies engage in activities regulated by the Treasure Trove Act. These companies invest in facilities, hire people, and generate economic activity within the province.

On the other hand, we heard from scientists, marine heritage experts, archeologists, museum workers, and representatives from various levels of government that many interesting sites have been significantly damaged or destroyed through human activity and that important sites are being excavated and significant artifacts sold onto the private market. We heard that the province risks losing valuable and irreplaceable archaeological and historical information from a wide chronological span, and long-term economic benefits from submerged cultural resources, through tourism.

We were also informed that Nova Scotia's current approach to its marine heritage is unique in Canada. All other jurisdictions assert provincial/territorial ownership to underwater cultural heritage. Task force members noted that land-based heritage resources belong to the Crown in Nova Scotia and questioned why underwater assets should warrant a different treatment.

REPEALING THE TREASURE TROVE ACT

In the end, as a group of volunteer citizens, the task force reached a consensus that our underwater cultural resources are important to the people of Nova Scotia and deserve the same level of protection and preservation as our land-based assets. We see a need to repeal the Treasure Trove Act and enhance the Special Places Protection Act to provide an effective framework for the designation and protection of our underwater cultural heritage. We note that this approach is consistent with an earlier review of the Nova Scotia Museum's approach to marine heritage resource management. A January 2000 report titled "The Vision for Marine Heritage Resource Management in Nova Scotia" states that

> *Repeal or amendment of the Treasure Trove Act may be necessary to bring Nova Scotia in line with modern approaches to heritage resource management.*

This view is also supported by the international community. When the UNESCO Convention on the Protection of the Underwater Cultural Heritage comes into force, it will help ensure and strengthen the protection of underwater cultural heritage around the world that has been "partially or totally underwater ... for at least 100 years."

Some 350 experts from more than 90 countries worked for four years on the document that favours in situ preservation of underwater cultural heritage as a first option and rules out commercial exploitation. It will come into force when there are 20 signatory states. At the moment, UNESCO is half way to acquiring the necessary support; Canada is not yet a signatory.

POTENTIAL OF OUR RESOURCES

We also heard about the possibilities presented by our underwater marine heritage, including growth in the diving/tourism industry with the corresponding

need to develop a plan for the long-term sustainable use and development of our underwater cultural resources. For example, we understand that Louisbourg Harbour is a world-class diving site for tourists and Nova Scotians alike because of the protection it has received through the federal government and watchful local citizens.

URGENT INVESTMENTS REQUIRED

Investments are also clearly required to advance the provincial stewardship of underwater cultural heritage resources. In particular, an urgent need exists for marine archaeological capability and expertise within the museum system. Building upon the good work undertaken by the Heritage division to establish and maintain a marine shipwreck database and a marine archaeology strategy in 2000, a marine archaeologist should help set and lead an underwater heritage research agenda of exploration, discovery, and possible retrieval of our underwater cultural heritage. Retrieving artifacts, while controversial, recognizes that many people do not engage in recreational diving and that certain items of great heritage value belong in a museum like those recovered during archaeological digs.

EDUCATION AND AWARENESS NEEDED

We heard about how important it is for people to know the principles and rules of underwater cultural heritage conservation. The Nova Scotia Museum "must deliver materials, talks and communication to all corners of Nova Scotia regularly and continue to deliver and reinforce for years to come," according to the 1995 Assessment of Nova Scotia's submerged cultural resources.

The success of a Parks Canada initiative to adopt and adapt the British Nautical Archaeology Society's training program to educate diving communities in Canada was referenced during our consultations. Originally developed in England, this training has been recognized by major diving and heritage organizations across the world as an ideal way to gain experience in this fascinating discipline. We support the delivery of such programming to Nova Scotia's diving community.

RECOMMENDATIONS — UNDERWATER CULTURAL HERITAGE

41 Repeal the Treasure Trove Act immediately and amend the Special Places Protection Act to make it effective as a tool for designating and protecting Nova Scotia's underwater cultural heritage.

42 Enable the exploration, discovery and possible recovery of underwater cultural heritage by hiring a provincial marine archaeologist and investing sufficient resources to initiate an effective underwater cultural resources management framework that includes identification, assessment, research, stakeholder relations, education, protection and monitoring, and policy development.

43 Sponsor Nautical Archaeology Society training programs for Nova Scotia's diving community, perhaps in partnership with Parks Canada.

NATURAL HERITAGE

From the outset of our work, we heard that our natural environment has shaped—and continues to shape—our lives more than any other external influence. People urged us to make natural ecology a central component of Nova Scotia's heritage strategy. Most of the written submissions to the task force that commented on this section of our interim report supported the inclusion of the natural environment in Nova Scotia's heritage strategy.

We heard that

Rocks, minerals, forests, and fossils tell a fascinating story of colliding continents, changing climates, and ancient environments. They also provide a glimpse into the lives of the region's former inhabitants. The tides, the landscapes shaped by glaciers, the diversity of fossils and minerals, and geological time periods exposed along our shores have all contributed to the landscape that we interact with daily. The natural resources around us have given us the basic necessities of life. The natural environment is a backdrop for oral histories, entertainment, relaxation, spiritual contemplation, hobbies, physical activities, and the inspiration for works of art. Our natural heritage has helped to shape the development of successive cultures,

resulting in the cultural heritage we share today. No culture is disembodied from its natural environment. The building of our heritage continues now as it has in the past—natural and cultural elements going hand in hand. Human artifacts and cultural experience can only be fully understood in the context of the larger natural setting which was here first, will be here last, and may be appreciated while we pass through it.

Nova Scotia's heritage strategy must include natural heritage as a central component. And it should also deal directly with the major natural heritage issues of the day.

PROTECTED AREAS

Nova Scotia's Protected Areas Program, administered by the Department of Environment and Labour, plays an integral role in protecting the natural heritage of Nova Scotia. The department plans and manages Nova Scotia's Wilderness Areas, Nature Reserves, and Heritage Rivers. It also encourages and supports private land conservation.

The protected areas system includes representative examples of the province's natural landscapes, sites and features of outstanding natural value, and superb locations for enjoying a variety of wilderness recreational activities.

Both individuals and organizations voiced concerns about the quantity and quality of our province's protected spaces, particularly our Protected Wilderness Areas.

In 1992, the Province of Nova Scotia formally committed to completing a comprehensive system of parks and protected areas that represents our landscape diversity. The government subsequently recognized 80 distinct natural landscapes throughout the province.

In March 2005, the Province of Nova Scotia announced it was adding two new Wilderness Protected Areas, Gully Lake and Eigg Mountain–James River. A 2005 progress report on Nova Scotia's Green Plan, Towards a Sustainable Environment, notes that, "Over the past year, more than 10 000 hectares of land—the second largest amount of land protected in a single year in the history of the province—has been designated as protected." Although this is excellent news, Nova Scotia's existing system of protected

Moose on Cabot Trail

areas adequately represents the typical ecosystems and natural features of only 28 of the province's 80 distinct natural landscapes.

As of today, Nova Scotia has officially designated 33 Protected Wilderness Areas, representing about 5.3 per cent of the province's land area. To date, about 8.3 per cent of the province has been given formal protection in one form or another. As a province, we still have a way to go to meet the 12 per cent protection target set by the World Commission on Environment and Development (The Brundtland Commission) in 1987.

Monte Hummel, President of World Wildlife Fund Canada, said in November 2003 that

> *Nova Scotia is lagging behind its commitment to complete a representative network of protected areas, more needs to be done, and time is of the essence. WWF's Nature Audit, released in May of this year, indicated clearly that Nova Scotia has very little intact wilderness to choose from, so you have to save the best of what's left quickly before it's gone.*

PRIVATE LAND CONSERVATION

The Nova Scotia Nature Trust told us that many of the critical habitats for endangered species lie on private lands (70 per cent of Nova Scotia's land mass), as do many of the most ecologically rich and diverse natural areas. The Nature Trust also submitted that the federal and provincial governments must remove the financial and other barriers to private land conservation, and instead create incentives to encourage private landowners to protect natural heritage on their lands.

We have learned that private landowners who wish to protect their lands often do not when faced with these barriers. As a result, less than one tenth of one per cent (0.1%) of private land in Nova Scotia is protected by legal means.

Several provincial government departments are working as members on the Private Land Conservation Enhancements Committee to identify barriers and disincentives to private land conservation. As one example of this committee's work, the Special Places Protection Act was changed in 2005 so that people could designate their land as protected but continue to own it. The protected status would remain with the land even if it were sold or transferred.

We believe that private land conservation should be encouraged so that as many of our distinct natural landscapes as possible can be protected as quickly as possible.

NEED FOR COASTAL PLANNING

Respondents to our consultations said that our coastline, more than any other natural feature, provides the basis for our shared identity as Nova Scotians. Yet despite our reliance on our coast for identity, jobs, tourism, and recreation, we learned that Nova Scotia does not place nearly enough emphasis on coastal planning. Existing initiatives, such as the Provincial Oceans Network and the Provincial Coastal Tourism Strategy, are positive, but more emphasis needs to be placed on this area.

We heard about building structures too close to beaches and dunes. We heard about folks losing traditional access to the coastline. And we learned just how few of our coastal headlands remain undeveloped.

The Canadian Heritage Rivers System conserves and protects the best examples of Canada's river heritage by giving these rivers national recognition. In 1997 and 1998, respectively, Nova Scotia's Shelburne and Margaree–Lake Ainslie river systems were designated as Canadian Heritage Rivers.

The Nova Scotia Department of Environment and Labour is currently conducting a background study on the Shubenacadie Waterway to explore whether it should be nominated for Canadian Heritage River status. The Shubenacadie Waterway is a 115-km series of interconnected canal, lake, and river segments that bisects the province, joining the Atlantic Ocean at Halifax Harbour to Cobequid Bay at the head of the Bay of Fundy. The waterway is recognized as an important part of the province's cultural heritage, with connections to Mi'kmaq, Acadian, and British settlement and use. It is well known for its tidal bore phenomenon, wildlife, and scenery. It also has a long history of recreational use that continues today.

Nova Scotia's coast will only come under increasing development pressure in the years to come. But despite being virtually surrounded by ocean, Nova Scotia does not have a comprehensive strategy to deal with coastal development or protection. This should change.

The province should adopt a coastal management plan that establishes a vision for the future of our coastal regions. Such a plan should serve as a guide for municipalities and obligate them to align their land use policies accordingly.

INDUSTRIAL FORESTRY

Many Nova Scotians rely on industrial forestry for their livelihoods. According to a 2005 report on the economic impact of the Nova Scotia forest industry by the Atlantic Provinces Economic Council,

> *The forest industry contributed an estimated $695 million to provincial GDP in 2004, employed approximately 11,000 people and exported over $1 billion worth of products internationally. When indirect effects are added the total impact of the industry reaches nearly $1 billion and nearly 16,000 jobs. That accounts for 3.6% of provincial GDP and employment.*

The Knowledge Economy Report Card for 2005/2006 entitled, *The Environmental Economy – Seizing the Opportunities*, clearly appreciated the economic contribution, but also reflected on the environmental costs by saying,

> *But new research suggests that current forestry practices are unsustainable. In 2000, we harvested 6.5 million cubic metres of wood from our forests, and 99 per cent of this came by way of the clear-cut. In fact, the total area of clear-cut has doubled each year for the past ten years. This accelerated rate of cutting, combined with the almost complete loss of old growth forests, has cut our carbon storage capacity by 38 per cent costing an estimated $1.3 billion in lost value. Ensuring the industry's viability over the long-term may mean investigating innovative, higher value forestry products.*

A GPI Atlantic forestry report of 2001 also noted that,

> *in 1958, forests more than 80 years old covered 25% of the province's forest area. Today they cover only 1% of forest area. Forests more than 100 years old covered 8% of the province's forest area in 1958. Today they cover only 0.15% of forested land.*

We heard that Nova Scotians are concerned about the impact of industrial forestry on our natural heritage. A provincial heritage strategy should include elements specific to the protection and preservation of our natural environment, landscapes and viewscapes.

ENDANGERED SPECIES

Nova Scotia has already lost a number of species, including large, conspicuous, or charismatic species such as woodland caribou, Eastern wolf, sea mink, gray whale, Atlantic walrus, passenger pigeon, great auk, and Labrador duck, and smaller, less conspicuous species such as the spike-lip crater snail. Many others are now rare or threatened. Survival of 23 per cent of butterflies, 30 per cent of mammals, 45 per cent of Atlantic coastal plain plants, 12 per cent of breeding birds, and 12 per cent of reptiles and amphibian species in Nova Scotia is of immediate or longer term concern, directly because of human activities.

The mainland moose is listed as an endangered species under the Endangered Species Act. It faces local extinction if ongoing and future recovery measures to preserve its habitat are not sufficient.

People wonder about Nova Scotia's commitment to protecting wildlife when they hear of provincial game sanctuaries like Liscombe, which was largely clearcut in the past. Or Chignecto, which is to experience clearcutting in the near future, albeit only 215 hectares over the next six years—less than 1 per cent of its total forest area.

DIMINISHING THE OUTDOOR EXPERIENCE

Our task force also heard from people who say clearcutting changes the historical landscape and diminishes the esthetic experience for residents and tourists alike. Whether seen as part of the general viewscape during travels on our roadways or encountered on a canoe or hiking adventure, clearcuts affect the outdoor experience.

INDUSTRY POSITION

We heard from industry that in recent years clearcutting acreage has actually declined. They say that more selection harvesting, shelter wood, commercial thinning, and variable retention treatments are being used, that today's clearcuts are smaller, that more land is left for habitat, and that there is greater protection of water quality, with the result that a new, healthier forest is being grown.

They also say that it is time to provoke some second thought on our forest policy. They say the question that needs to be asked is: Can a province look forward to sustained economic growth when profits are disappearing and thousands of jobs are at risk in one of its most important industries?

A COMPREHENSIVE NATURAL RESOURCES STRATEGY

The Nova Scotia Department of Natural Resources has brought to our attention a commitment made in the Speech from the Throne announcing government's intention to develop a comprehensive natural resources strategy covering biodiversity, forests, minerals, and parks.

It is our hope that those groups and people with an interest in natural resources and who made submissions to our task force will participate again when these consultations are held in the near future. This is a timely initiative and in line with our recommendation to conduct a review of industrial forestry policy in Nova Scotia. It is time for a full and inclusive discussion about the future of our forests.

VOLUNTARY FOREST CERTIFICATION SYSTEMS

In our interim report, we recommended that Nova Scotia adopt a voluntary forest certification system, such as that offered by the Forest Stewardship Council.

The Forest Stewardship Council (FSC) is an international network to promote responsible management of the world's forests. Accredited companies can use the FSC product label that allows consumers worldwide to recognize products that support the expansion of responsible forest management.

We heard that the Nova Scotia Landowners and Forest Fibre Producers Association helps landowners achieve FSC certification. Consumer demand exists for this certification. In a March 27, 2006, article in the Chronicle Herald, a Stora Enso official is quoted as saying that mill customers have challenged the company to increase the volume of certified wood to at least 80 per cent.

Since the publication of our interim report, we have heard more from both forestry industry and environmental community representatives on this topic. We heard about a number of other voluntary certification systems and how forest companies need the flexibility to select a model that best meets their own particular requirements.

We have concluded that the discussion of voluntary certification standards should be addressed during a broader review of Nova Scotia's industrial forestry practices.

NATURAL VIEWSCAPES AND CULTURAL LANDSCAPES

We want to acknowledge the efforts of those who are working to identify, enhance, and protect important natural viewscapes and cultural landscapes.

The Municipality of the County of Cumberland's Secondary Planning Strategy for the Joggins Planning Area went into effect on August 17, 2006.

The strategy notes that

> *Because of the potential nomination of the Joggins Fossil Cliffs as a World Heritage Site and the proposal to build a multi-million dollar interpretive centre in the community, the County had an opportunity to contribute to the revitalization of the Joggins area and support the designation of the World Heritage Site.*
>
> *Council decided they wanted to ensure that local people would benefit to the greatest extent possible from the Joggins Fossil Cliffs investment and, in turn, ensure the development of a sustainable and appropriate tourism industry.*
>
> *Council realized that, for this to happen, proper land use planning and development control would be essential to ensure there would be sufficient land designated to meet the local*

community's economic development and quality of life needs and that the management of the resources of the Joggins Fossil Cliffs would be supported.

A land use bylaw passed on the same day by the County of Cumberland prohibited a range of activities within a 20-meter landward setback area from the cliffs and beaches that were deemed detrimental to the important views.

Halifax Regional Municipality's (HRM) planning strategy recognizes cultural landscapes as

> *geographic areas that have been modified, influenced, or given special cultural meaning. These cultural landscapes provide the opportunities for the interpretation and understanding of important historical settings and past patterns of land use. Examples may include a burial ground, historical garden, or a larger landscape reflecting human intervention, such as the pastures of the Musquodoboit Valley, the Shubenacadie Canal, or the Bedford Barrens.*

HRM has created a cultural landscape inventory called the Cultural Heritage Model that is intended to provide a basis for communities preparing secondary planning strategies to create local inventories of important heritage sites, scenic views, and significant landscapes.

The regional plan also reinforces the importance of views such as those from Citadel Hill and the Dartmouth Common to Halifax Harbour, and seeks to extend these protections to other regionally significant views identified through the Cultural Landscape Model for HRM.

We have also heard of several tourism-related projects aimed at restoring scenic vistas where trees have grown to impede spectacular views and others that are creating new look-offs and signage.

Natural viewscapes and cultural landscapes are important elements of Nova Scotia's heritage and need to be included as part of a progressive strategy.

RECOMMENDATIONS — NATURAL HERITAGE

44 Work diligently and with a sense of urgency to complete the provincial protected areas network.

45 Support private land conservation through direct investment and incentives, and by working to eliminate barriers faced by private landowners who want to leave a legacy to their community.

46 Develop a coastal management plan to protect Nova Scotia's coastline and ensure that public access is not lost to private land ownership or development.

47 Conduct a full public review of industrial forestry practices in Nova Scotia.

48 Expand upon efforts to identify, enhance, and protect Nova Scotia's natural viewscapes and cultural landscapes.

PUBLISHING

Nova Scotia publishers have already contributed a significant number of books on a host of heritage subjects, such as local town histories, biographies, folklore, and shipwrecks. Much more could be done if these publishers were offered additional financial incentives.

It makes excellent strategic sense for the Province of Nova Scotia to support Nova Scotia publishers so they can become more prolific in telling the history of our province. Books and magazines, in hard copy or digital forms, can reach a great number of Nova Scotians at all phases of their lives. These publications also have the potential to reach an unlimited number of people abroad and tell them about our fascinating history.

HISTORICAL SOCIETIES

Historical societies, such as the Royal Nova Scotia Historical Society and the Genealogical Association of Nova Scotia, do not always operate a museum or archives themselves. They do, however, make a valuable contribution to Nova Scotia's heritage through

their efforts to conduct historical research and to publish. The work of historical societies to publish serves Nova Scotia well and should be encouraged.

NOVA SCOTIA MUSEUM CO-PUBLISHING

The Nova Scotia Museum has a co-publishing program. Under this program, the government has worked with private publishers to bring books to market, sharing the cost of developing and printing. Often government has expertise in a particular area, such as maps, quilts, or natural history, while the private sector has the marketing and distribution network to reach a wider market. Through partnerships, government helps to develop marketable products about Nova Scotia, but avoids being in competition with the private sector when selling them. These arrangements can work well for both government and private publishers—and ultimately benefit the public when interesting books about Nova Scotia reach the marketplace.

We heard that in the 1980s this operation exerted a positive influence on the publishing community. But since then, budget cutbacks and lack of support in other ways have rendered this program relatively ineffective. This represents a missed opportunity.

A ROLE FOR THE DEPARTMENT OF EDUCATION

The Nova Scotia Department of Education should be encouraged to examine the curriculum for more opportunities to include Nova Scotia's story in classes on civics, history, natural history, folklore, and fiction. This involves using existing books from Nova Scotia publishers and working with these publishers to produce the specific books that educators need.

LIBRARIES

Libraries play a key role in collecting, preserving, promoting, and making accessible the collective memory of our community. They provide heritage materials and programs that are in demand by the public, schools, tourists, and researchers.

Representatives of the Halifax Public Libraries' Services wrote to say that

> *The scope of published heritage is broad, encompassing the history of local communities, cultural diversity, events, people, customs, folklore, language and genealogy. Published heritage also includes newspapers, government documents, magazines, books and audio-visual materials.*

They described a range of heritage services provided by the Halifax Public Libraries, including

- an extensive local history and genealogy website: Roots to the Past
- promotion and celebration of cultural diversity via African Heritage month, Asian Heritage month, and Mi'kmaq Heritage month events
- 50 years of local history clipping files
- space provided to ethnocultural groups to hold programs and workshops celebrating their own culture and diversity

Libraries need to be a factor in Nova Scotia's heritage strategy.

PRESERVING OUR DOCUMENTARY HERITAGE

Historians, cultural experts, journalists, researchers, and the general public rely on the availability of previously published material for a multitude of value-added purposes. However, since the release of our interim report we've heard concerns about Nova Scotia's documentary heritage. Some people said that our province should have its own legal deposit program for material published in Nova Scotia.

A legal deposit program obligates publishers to submit a copy or copies of every document published to a designated facility. This ensures that documentary heritage is preserved for the benefit of present and future generations.

Although we don't have our own full-fledged legal deposit program like that of Quebec or Manitoba, Nova Scotia's Legislative Library does have a mandate to collect copies of all publications produced by the departments and agencies of the provincial government. Staff at the Legislative Library work hard to make sure that publishers of government documents make copies available for its depository program, which involves circulating copies to libraries throughout the province.

A FEDERAL LEGAL DEPOSIT PROGRAM

Library and Archives Canada administers a national legal deposit program. This is a means by which a comprehensive national collection is gathered together as a record of the nation's published heritage.

Nova Scotia's Legislative Library also forwards two copies of provincial government publications to the Library and Archives Canada's legal deposit program as part of an agreement with the federal government.

Nova Scotia's non-governmental publications are preserved at Library and Archives Canada in Ottawa. Historians, researchers, and others may search the online database and request a copy of any document by inter-library loan.

Canadian publishers are required by law to send two copies of all the books, pamphlets, serial publications, microforms, spoken word sound recordings, video recordings, and electronic publications issued in physical formats (CD-ROM, CD-I, computer diskette, etc.), and one copy of musical sound recordings and multi-media kits they publish, to Library and Archives Canada.

ONLINE PUBLICATIONS

The Internet era is posing tremendous challenges for those with responsibilities for preserving our documentary heritage. Publications designed for online distribution are becoming more popular, and traditional methods of collecting and preserving these publications are not sufficient.

CONCLUSION

Our look at the systems in place to preserve Nova Scotia's documentary heritage raised questions that warrant a more in-depth review. We did not get a sense of the compliance rate to the Legislative Library's attempts to collect government publications. Nor did we get a sense of the compliance rate for non-governmental publications to the Library and Archives Canada. And for certain, the whole subject of online publications requires more planning and investments at the provincial level.

RECOMMENDATIONS — PUBLISHING

49 Increase funding to Nova Scotian book publishers for the production and marketing of heritage-based content. Revitalize and fund appropriately the Nova Scotia Museum's co-publishing program.

50 Encourage the Department of Education to include more books published by Nova Scotian companies in the public school curriculum and work with these publishers to produce additional resources on Nova Scotia's heritage.

51 Review and improve, as required, the systems in place to preserve Nova Scotia's documentary heritage.

EDUCATION

The important role of public education in fostering a lifelong interest in heritage was a topic of significant value to many who participated in our consultations. There are high expectations placed upon our education system to provide our youth with a strong sense and appreciation of their heritage.

We understand that these expectations need to be balanced against the responsibilities of parents and families to cultivate a knowledge of and interest in heritage. Sharing family stories, visiting local heritage sites, and enriching the program offered in the schools are all ways that parents, grandparents, aunts, and uncles can foster a heritage consciousness among our young people.

THE CURRENT HERITAGE CURRICULUM

We met with social studies teachers and curriculum developers, as well as Department of Education officials, to learn more about how heritage is currently being incorporated into Nova Scotia's public school program.

Figure 2: According to the information provided by the Department of Education, the following heritage-related themes are included in the public school program at the following grade levels:

Grade and Organizing Concept (P-9)	Units and Topics (Related to Canadian, Nova Scotian, Local, and Family History/Social Studies)
Grade Primary "Connections"	**Roots** • historic family roots • family traditions **Place** • natural and constructed features of their community
Grade 1 "Interactions"	**Place and Time** • evolution of their community • evolution of Mi'kmaq relationship with place **Needs and Wants** • interdependence of communities
Grade 2 "Change"	**People** • the future of their community • technological change in their community • changing nature of work in their community
Grade 3 **"Provincial Identity"**	**The whole course examines Nova Scotia.** There are four units: Place, Peoples, Citizenship, and Heritage.
Grade 4 "Explorations"	**The Nature of Exploration** • explorers" and the impact of exploration **Exploring the Landscapes of Canada** • physical and human landscape • heritage symbols associated with Canada's symbols
Grade 5 "Societies"	**Early Aboriginal Societies** **Colonial French and British Societies** **"My Society Today"**
Grade 6 **"World Cultures"**	**Canada: Reflections on a Multicultural Mosaic**
Grade 7 "Empowerment"	The whole course examines Canada from around 1800 to the end of World War I.
Grade 8 "Canadian Identity"	The whole course examines Canada from World War I to the present.
Grade 9 "Atlantic Canada in the Global Community"	The whole course examines Atlantic Canada and its connection to the rest of the world.

Grade 10-12	**Course** (Related to Canadian, Nova Scotian, Local, and Family History/Social Studies)
Grade 10	**Mi'kmaq Studies 10**
Grade 11	**Canadian History 11 / Histoire du Canada 11** African Canadian Studies 11 Gaelic Studies 11 Geography 11 / Geography of Canada 11 Etudes Acadienne 11 (CSAP)

HERITAGE FAIRS

We learned about the Historica Fairs program in which funds provided by the Historica Canada Foundation and matching grants from school boards encourage children to undertake heritage work. This program has flourished, and we understand all school boards in the province participate to some degree. The Department of Education has provided grants to the Historica Fairs organization over the past two years.

Under the Historica initiative students in grades 4 to 9 are given the opportunity to do heritage projects of their choice in the medium of their choice: static display, computer, video, song, dance, murals, writings, and collections. Projects can be done individually or in a group.

Projects are displayed locally, judged, and a few sent to a regional fair. From the regional fairs 15 students are chosen to take their projects to a national showcase sponsored by Historica Canada Foundation.

By all accounts, this is a best practice that illustrates what can be achieved through partnership and close attention to curriculum outcomes.

STUDENT VOLUNTEERISM

During the course of our consultations, reference was made to the Ontario Government's high school graduation requirement whereby students in Ontario must complete 40 hours of volunteer community involvement activities as part of the requirements for an Ontario Secondary School Diploma.

The purpose of the community involvement requirement is to encourage students to develop awareness and understanding of civic responsibility. They get to play an active role and make contributions to support and strengthen their communities.

Washing Wool at Ross Farm

Respondents submitted that this concept may be worth exploring for students interested in heritage and community service. They noted that interested high school students bring energy and an array of technology and other skills that can be very valuable to local heritage organizations.

TARGETED FUNDING

Others spoke of the need to make targeted funding available for school heritage site trips and to enable

the many excellent heritage resource people to visit classrooms. Still others discussed the need to focus on developing educational programs designed to meet curriculum outcomes.

There is an increasing trend towards targeted funding for school boards as a means of directing focus and energy towards educational initiatives of particular provincial importance. One option for increasing a focus on heritage would be to factor targeted funding for that purpose into school board budgets. Another option, and the one we understand to be used in Quebec, is for the Heritage division to retain control of an allotment for which schools or school boards can make application for funds to support particular heritage initiatives. This avoids the complexities of educational funding and allows the heritage sector to have a better sense of the heritage-related educational initiatives taking place in the public education system.

RECOGNITION OF ACHIEVEMENT

We heard from educators that modest heritage-related prizes could go a long way to encouraging students to participate in additional heritage activities. Essay competitions, photo exhibits, and art projects are just some of the ways that the heritage sector could create links with the education system and foster a heritage consciousness among students.

RELATIONSHIP BETWEEN THE HERITAGE SECTOR AND THE SCHOOL SYSTEM

Participants in our consultation process spoke of a desire for a closer and more collaborative working relationship between the heritage sector and our public school system. While there is a perceived disconnect between the two, we heard clearly that there should be a very close bond between these systems.

The most significant opportunities for increased collaboration appear to be in the following areas, based upon our consultations:

- increased consultations with communities traditionally under-represented in our heritage curriculum
- increased use of Nova Scotia heritage sites, publications, and resources
- integration of our diverse heritage across other subject matters—for example, the Mi'kmaq knowledge of and use of plants and herbs for medicinal purposes could lend itself well to a science curriculum
- Heritage research, including archaeological digs
- Training of heritage workers through programs offered by community colleges or universities
- Student volunteer support for the heritage sector

We support the proposition that a joint effort between the heritage sector and the public education system will be required if Nova Scotia is to achieve our vision "that all Nova Scotians will know, appreciate, and experience the heritage that shapes our province."

Since the publication of our interim report we learned about an exciting pilot project emerging from the Department of Tourism, Culture and Heritage and the Department of Education. This initiative will create better links, through an online database, between interpretive products of the Nova Scotia Museum and the outcomes of the junior high social studies curriculum.

Not only will this provide teachers with easier access to relevant material from the Nova Scotia Museum, but it will help museum educators and interpreters to identify gaps. This could lead to the development of new resources to help junior high school students address social studies curriculum outcomes.

This project has the potential to link to all grades and all curriculum outcomes in the future. It is a positive step toward ensuring that the use of valuable interpretive products in the museums throughout the province are maximized by our education system for the benefit of our young Nova Scotians.

While the opportunities are many, there are also potential barriers to a more symbiotic relationship between the heritage sector and public education.

EDUCATION SYSTEM – SITE VISITS

Respondents also told us that schools are not going on educational field trips as often as they have in the past.

Many cited liability as the main reason teachers do not take students on the road. However, the Department of Education advised us that trips by bus are fully covered under their insurance policy. As long as the students travel on approved busing, liability considerations are not real barriers to heritage excursions.

Other reasons cited were the cost of busing and the difficulties of scheduling outings.

Heritage workers explained that many local museums are only able to open between June and September. So they are opening when students have more or less completed their school year, and they are closing when students are just beginning their school year.

Finally, one of the points made during our consultations with the Department of Education representatives was that the ongoing viability of heritage sites cannot depend solely upon student visits. We agree. As mentioned earlier, we believe that a high quality accessible heritage system is a public service that should not have to rely on student admission fees as the difference between survival and closure.

HERITAGE SECTOR – INSUFFICIENT RESOURCES FOR HERITAGE INTERPRETATION

It takes significant effort to plan and host school visits at museums and archives. The quality of the student experience needs to be very high to warrant the investment of time, energy, and money on the part of the schools. There is increasing demand for experiential learning. Heritage sites should be able to offer stimulating and well-researched interpretation. This involves updating their exhibits and programs to encourage more visits from our youth.

Some heritage workers told us that they are so cash strapped that they can barely pay the light bills and keep the doors open to their facilities. This allows little or no opportunity for new collections, preservation work, research, or imaginative interpretation. Even less time can be devoted to the labour-intensive process of developing educational programs for an audience that may or may not visit. Unfortunately, this discourages schools from visiting heritage sites.

Schools are also very interested in having heritage resources come to them. Traveling exhibits, heritage kits, storytellers, and cultural leaders are in demand. Again, we heard that heritage organizations or cultural communities simply don't have the resources to meet that demand. This represents a lost opportunity in the pursuit of our heritage vision.

CULTURAL EXCHANGE OPPORTUNITIES

After our interim report was released, the task force members discussed the current concept of cultural exchange opportunities whereby students visit and attend school in other places, many times outside the country. These opportunities are valuable for those who get to participate, but the opportunities are limited.

This led us to consider the possibility of cultural exchange opportunities within Nova Scotia as an equally valuable, and more accessible, way to encourage greater cross-cultural learning here at home. We think this idea merits further investigation.

ADDITIONAL OPPORTUNITIES – POST-SECONDARY INSTITUTIONS

Training of our current and future heritage professionals and volunteers was a big need identified by the heritage sector. Course offerings relating to museology, traditional craftsmanship, heritage restoration, conservation of artifacts and archives, general management, and others would be very valuable to the heritage sector, particularly if available in communities across the province where distance considerations would not prohibit participation. This training need suggests to the task force a potential partnership opportunity between the heritage sector and our community colleges. However, salaries will need to increase before many students will be willing to choose heritage careers.

We also note the fine example of collaboration between the Quebec provincial Ministry of Culture and various universities in that province, some of whom have established endowed research chairs in particular aspects of heritage. These research chairs draw upon funds from national research bodies and also receive funding from the Ministry of Culture, with the latter making it a condition of funding that supported projects result in publicly available databases of heritage information. This type of partnership in which funds from a variety of sources are combined to enable exciting and meaningful heritage research

projects is a model we would encourage for Nova Scotia's heritage strategy.

RECOMMENDATIONS — EDUCATION

52 Establish a joint forum of heritage workers and educators to identify and pursue opportunities for and report on the advancement of heritage education in the public education system.

53 Increase funding for the Heritage Fair Program as a valuable part of middle school education.

54 Investigate and pursue partnerships between the heritage sector and our community colleges and universities to support training, research, and succession planning for heritage workers.

THE GOVERNANCE OF HERITAGE

The Province of Nova Scotia directs heritage policy and programs through its Department of Tourism, Culture and Heritage. Before 1999, the heritage portfolio was the responsibility of the Department of Education. Many heritage workers remember this as a time when the heritage portfolio was better resourced than it is today.

People told us that operating as a division within a department dominated by tourism issues has not served the heritage community well. They said that this arrangement has contributed to the belief that the heritage sector's principal role in society is to serve the tourism industry.

RESTRUCTURING OPTIONS CONSIDERED

The task force discussed a range of restructuring options. For example, we looked at the opportunity to establish a Department of Heritage and Culture by relocating the Tourism division. We also considered the merits of bringing the natural heritage related functions of the provincial government (such as the Protected Areas Program of the Department of Environment and Labour) into the new department. We thought it might also make sense to have cultural-based offices, such as African Nova Scotia Affairs, Aboriginal Affairs, and Acadian Affairs, report to a Department of Heritage and Culture.

Although we felt reorganization could give Heritage and Culture a more prominent role and help the department to place increased emphasis on natural heritage, we concluded that too many resources would be expended. We opted for other governance-related measures that we believe largely address our concerns.

INTERDEPARTMENTAL COLLABORATION

A heritage strategy should address the need for increased interdepartmental collaboration focused on heritage. It should foster more effective and productive working relationships between the Heritage division and the divisions of Tourism and Culture; between the Heritage division and the Department of Education; and between the Heritage division and other key departments, such as Natural Resources, Environment and Labour, Transportation and Public Works, and Service Nova Scotia and Municipal Relations. In our opinion these links need to be stronger.

A DEPUTY MINISTERS' COMMITTEE

The task force proposes the concept of a Deputy Ministers' Interdepartmental Committee on Heritage to help address this concern. The departments mentioned above should participate and possibly others. In this way heritage decision making across government would have a better opportunity to be coordinated in a strategic way.

CREATE A HERITAGE COUNCIL

Another message resonating throughout our consultations was the need to create and support a heritage council. Clearly, most feel that there should be one independent entity that speaks strongly on behalf of the sector, as the Tourism Partnership Council and the Arts and Culture Partnership Council are positioned to do in their respective fields.

The task force proposes creating a heritage council with a mandate to

- provide leadership on behalf of the heritage sector
- provide policy advice to the minister on behalf of the heritage sector
- consult with the heritage sector

Many respondents to our interim report called upon the task force for greater definition on the subject of a heritage council. They want to know who should be on such a committee and how it would function.

Rather than prescribing a particular model or structure, we propose the following attributes that the Heritage Council should possess if it is to be successful.

The Heritage Council should be

- Inclusive of Nova Scotia's cultural and social diversity
- Representative of all regions of the province
- Knowledgeable about all major segments of the heritage sector
- At arm's length to government and ultimately independent, but include ex-officio (non voting) government members as appropriate
- Transparent, making its plans and intentions known to the public and seeking public input
- Cooperative, willing to partner with other sectors of society
- Consensus driven, making decisions by achieving widespread agreement among members
- Influential, as it is the key organization that the provincial government collaborates with on heritage matters

RECOMMENDATIONS — THE GOVERNANCE OF HERITAGE

55 Create a Deputy Ministers' Committee on Heritage to help foster a greater and more positive heritage mindset among decision makers in key related divisions or departments of the provincial government, e.g., Tourism, Culture, Education, Natural Resources, Environment and Labour, Transportation and Public Works, and Service Nova Scotia and Municipal Relations.

56 Establish the Nova Scotia Heritage Council with members nominated by the heritage community who broadly represent the heritage sector, our geographic regions, and the diversity of our population.

PLANNING

Provincial government departments represented on the Deputy Ministers' Interdepartmental Committee have an ongoing responsibility for some aspect of heritage and undertake heritage initiatives on an ongoing basis. As a result, action items and assigned budgets for heritage should become a regular occurrence with these departments.

MUNICIPAL PLANNING

Municipalities also need to step up and invest in local heritage. While exceptions exist, most municipalities are not heritage champions.

Some of Nova Scotia's 55 municipalities have a heritage advisory committee for planning purposes. This practice should be expanded in two ways. First, all municipalities should establish heritage advisory committees. And second, heritage advisory committees that now focus almost exclusively on built heritage should be encouraged to expand their mandate to encompass the full meaning of heritage.

HERITAGE INVENTORIES

On many different occasions we heard that inventories were needed to enable those responsible for heritage to do a better job. We heard that for heritage

to be properly managed we need to more accurately and more comprehensively document its existence.

Almost every segment of heritage at one point or another during our consultations mentioned the importance of having an inventory of heritage assets. The Historic Places Initiative is a good example of a searchable database available on the Internet. It describes historic places formally recognized by local, provincial, and territorial governments and by the federal government.

It makes sense to the task force that the compilation of heritage inventories be strongly encouraged and that the creation of these databases take place in a coordinated fashion. Coordination is important to prevent duplication of effort, to make sure the work is comprehensive, and to ensure that the end product can be shared.

RECOMMENDATIONS — PLANNING

57 Require the departments participating on the Deputy Ministers' Interdepartmental Committee to undertake heritage initiatives on an ongoing basis.

58 Encourage all municipal governments to establish a heritage advisory committee with a mandate for the full meaning of heritage as proposed by the task force—tangible cultural, intangible cultural, and natural.

59 Support the creation of heritage inventories and ensure that these inventories can be made accessible.

Conclusion: Over to Government

This final report presents what we have heard and our final recommendations on a heritage strategy for Nova Scotia. We have learned a great deal about our diverse heritage and the issues, opportunities, and challenges facing the heritage sector. We know that Nova Scotians value their heritage and share a strong sense of belonging to this province, their home. Responsible stewardship of our heritage requires investment and action—it is not a passive undertaking. Fiscal realities heighten the need for focused and strategic investment in our heritage. Future generations will benefit from or bear the consequences of our choices.

With the publication of our final report and recommendations, Voluntary Planning's Heritage Strategy Task Force ceases to exist as a formal entity. It is now over to the provincial government for the creation of Nova Scotia's official heritage strategy. It is also up to the many interested heritage stakeholders to remain engaged in the strategy development process, to follow Government's progress and to ensure provincial accountability for actions and results. It is also up to each of us to acknowledge the importance of our heritage and to play a part in ensuring that all Nova Scotians will know, appreciate, and experience the heritage that shapes our province.

Recommendations

FOUNDATIONS FOR A HERITAGE STRATEGY

1 Fully recognize and acknowledge the social and economic roles of heritage in our society.

2 Adopt the following definition of heritage for Nova Scotia: Heritage is that which society inherits from previous generations and deems worthy of taking special measures to preserve for future generations, including our tangible cultural, intangible cultural, and natural heritage.

3 Adopt a vision for Nova Scotia's heritage that all Nova Scotians will know, appreciate, and experience the heritage that shapes our province.

HERITAGE PROMOTION

4 Create a promotions plan that enhances our collective heritage consciousness and advertises opportunities for heritage experiences.

5 Fund a heritage signage program to promote heritage assets.

6 Move to adopt more online video and interactive media for marketing, education, and entertainment purposes.

7 Make Nova Scotia's advertising campaign more inclusive of our province's cultural and geographic diversity.

8 Develop heritage experiences and products, in cooperation with the tourism industry, as an integral part of Nova Scotia's tourism strategy.

INTANGIBLE CULTURAL HERITAGE

9 Establish policies and additional programs to protect and preserve our intangible cultural heritage.

10 Continue and intensify efforts to perpetuate the Mi'kmaw, Acadian, and Gaelic languages of Nova Scotia.

11 Work with other provinces to encourage the federal government to become a signatory to the UNESCO Convention for the Safeguarding of the Intangible Cultural Heritage.

CULTURAL DIVERSITY

12 Increase funding to help Nova Scotia's diverse cultural populations celebrate their heritage at the community level.

13 Work with heritage champions (such as the Mi'kmaw Cultural Network) within the Mi'kmaw, Acadian, and African Nova Scotian communities to identify opportunities for increased emphasis on the heritage of these populations.

14 Ensure that the Mi'kmaw, Acadian, and African Nova Scotian communities play a lead role in telling their own stories.

MUSEUMS

15 Create a Museums Working Group with a mandate to develop an interpretive plan for the province and restructure Nova Scotia's framework of museums as follows:

- a Identify the heritage centerpieces that will form Nova Scotia's network of provincially significant museums (The Nova Scotia Museum) owned by the provincial government.
- b Identify the year-round, regionally significant county/regional heritage facilities to be supported by the province. These independently owned and governed museums may also have a mandate to serve as archival facilities and should be sources of expertise for community museums in their area.
- c Identify those community museums to be supported by the Community Museum Assistance Program (CMAP) in partnership with municipal governments.

16 Increase funding to a restructured Nova Scotia Museum so it can carry out all aspects of its mandate with increased staff and resources.

17 Establish and staff a provincial conservation lab for artifacts and archival material within the Nova Scotia Museum and make it accessible to county/regional museums, community museums and private conservators.

18 Freeze the current list of museums that get funding under the Community Museum Assistance Program (CMAP) until Nova Scotia's museum framework has been restructured, and add new recipients only as funding increases.

19 Make the Passage Project a permanent addition to the Community Museum Assistance Program (CMAP), and increase funding to the CMAP program to support this addition.

ARCHIVES

20 Ensure that the Nova Scotia Archives and Records Management (NSARM) is well-funded so it can achieve all aspects of its mandate and so it can also act as an advisory resource to other archives.

21 Encourage publicly funded institutions such as universities and municipal governments in their efforts to develop and maintain their own public archives.

22
- a Develop and fund regional archives at the county/regional museums (see Recommendation 15b) or at other public institutions, such as regional libraries or universities, if that is more appropriate for a particular location.
- b Increase funding to Community Museum Assistance Program (CMAP) museums to acknowledge, encourage, and support the valuable role these facilities play in archives and genealogy.

23 Undertake a comprehensive needs assessment on information technology as it relates to archives and implement the results.

HERITAGE WORKERS

24 Conduct a full audit of staffing within the heritage division and the Nova Scotia Museum to ensure there are a sufficient number of professionals deployed in all core areas of heritage. As part of the audit, analyze the salaries and training levels of heritage professionals to make sure they are being fairly compensated and well trained.

25 Act quickly to adopt and implement a heritage strategy and significantly increase overall heritage funding and training, to best help volunteers.

26 Make greater efforts to involve high school and university aged youth as volunteers in the heritage sector.

BUILT HERITAGE

27 Amend the Heritage Property Act to remove the one-year waiting period provision (section 18) so that municipalities can prevent property owners from altering or demolishing municipal registered heritage properties.

28 Increase the amount of provincial grant money an owner can receive to help them maintain a municipal or provincial registered heritage property. Increase the total amount of provincial grant money available so more owners can be assisted.

29 Work with municipalities to create more heritage conservation districts. Provide financial support to help municipalities plan for the creation of heritage conservation districts.

30 Create a preferred property tax arrangement that provides ongoing tax relief to owners of all provincial and municipal registered heritage properties.

31 Consider all lighthouses in Nova Scotia for provincial heritage property designation. Pursue partnership opportunities with other levels of government and community groups to protect and maintain public access to lighthouses and the associated properties.

32 Establish a policy that encourages provincial and municipal government offices to occupy registered heritage properties.

CEMETERIES

33 Support volunteer groups involved in heritage related cemetery work through training and funding.

34 Encourage youth to be involved in locating, documenting, protecting, and preserving cemeteries.

35 Amend the Cemetery Protection Act so that it can be used to protect cemeteries as intended.

36 Create and maintain a detailed provincial inventory of burial grounds and cemeteries.

ARCHAEOLOGY AND PALEONTOLOGY

37 Commit to funding a research agenda of professionally directed archaeological excavations and paleontological explorations. Take advantage of the opportunities these provide for education and tourism.

38 Provide resources to finalize the management plans for all existing designated Special Places and consider options for designating additional locations—particularly archaeological sites related to Mi'kmaw, Acadian, and African Nova Scotian communities and the sites of all major paleontological discoveries.

39 Conduct a full public review of the Special Places Protection Act, and amend the act as necessary to address its weaknesses.

40 Support the cr f a graduate program in archaeology.

UNDERWATER CULTURAL HERITAGE

41 Repeal the Treasure Trove Act immediately and amend the Special Places Protection Act to make it effective as a tool for designating and protecting Nova Scotia's underwater cultural heritage.

42 Enable the exploration, discovery and possible recovery of underwater cultural heritage by hiring a provincial marine archaeologist and investing sufficient resources to initiate an effective underwater cultural resources management framework that includes identification, assessment, research, stakeholder relations, education, protection and monitoring, and policy development.

43 Sponsor Nautical Archaeology Society training programs for Nova Scotia's diving community, perhaps in partnership with Parks Canada.

NATURAL HERITAGE

44 Work diligently and with a sense of urgency to complete the provincial protected areas network.

45 Support private land conservation through direct investment and incentives, and by working to eliminate barriers faced by private landowners who want to leave a legacy to their community.

46 Develop a coastal management plan to protect Nova Scotia's coastline and ensure that public access is not lost to private land ownership or development.

47 Conduct a full public review of industrial forestry practices in Nova Scotia.

48 Expand upon efforts to identify, enhance, and protect Nova Scotia's natural viewscapes and cultural landscapes.

PUBLISHING

49 Increase funding to Nova Scotian book publishers for the production and marketing of heritage-based content. Revitalize and fund appropriately the Nova Scotia Museum's co-publishing program.

50 Encourage the Department of Education to include more books published by Nova Scotian companies in the public school curriculum and work with these publishers to produce additional resources on Nova Scotia's heritage.

51 Review and improve, as required, the systems in place to preserve Nova Scotia's documentary heritage.

EDUCATION

52 Establish a joint forum of heritage workers and educators to identify and pursue opportunities for and report on the advancement of heritage education in the public education system.

53 Increase funding for the Heritage Fair Program as a valuable part of middle school education.

54 Investigate and pursue partnerships between the heritage sector and our community colleges and universities to support training, research, and succession planning for heritage workers.

THE GOVERNANCE OF HERITAGE

55 Create a Deputy Ministers' Committee on Heritage to help foster a greater and more positive heritage mindset among decision makers in key related divisions or departments of the provincial government, e.g., Tourism, Culture, Education, Natural Resources, Environment and Labour, Transportation and Public Works, and Service Nova Scotia and Municipal Relations.

56 Establish the Nova Scotia Heritage Council with members nominated by the heritage community who broadly represent the heritage sector, our geographic regions, and the diversity of our population.

PLANNING

57 Require the departments participating on the Deputy Ministers' Interdepartmental Committee to undertake heritage initiatives on an ongoing basis.

58 Encourage all municipal governments to establish a heritage advisory committee with a mandate for the full meaning of heritage as proposed by the task force—tangible cultural, intangible cultural, and natural.

59 Support the creation of heritage inventories and ensure that these inventories can be made accessible.

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Appendix I

Task Force Members

Maureen Reid, Halifax - Chair
As founder and president of BoardWorks Consulting, Maureen has over 18 years experience as an advisor to governing boards in both the public and non-profit sectors. She is the Past-Chair of the IWK Health Centre Board, Vice-Chair of the Institute of Corporate Directors, Atlantic Chapter and is a corporate director of Assumption Life. Her past roles include that of partner in the Labour and Employment Law Group of a major Halifax firm. She has also held volunteer leadership positions with the Metropolitan Halifax Chamber of Commerce, the Neptune Theatre Foundation, and the IWK Health Centre Foundation.

Tim Bernard, Millbrook
Tim is the director of history and culture with The Confederacy of Mainland Mi'kmaq, whose member bands include Annapolis Valley, Bear River, Glooscap, Millbrook, Paq'tnkek, and Pictou Landing. He is also the former manager/editor of the Mi'kmaq-Maliseet Nations News and Eastern Woodland Publishing—both of which he was instrumental in developing as successful First Nations companies. Tim currently sits as the Mi'kmaw co-chair for the Nova Scotia, Canada, Mi'kmaq Tripartite Forum's Culture & Heritage Working Committee, as well as co-chair of the Mi'kmaw Cultural Network.

James Morrison, Halifax
Dr. Morrison is currently Professor of history with Saint Mary's University and Chair of the Asian Studies Programme. He has written a number of books and articles on the practice of oral history in Nova Scotia, Canada, and beyond. He has also researched and written on the various ethnic groups that make up our province. Jim has acted as a consultant on oral history and cultural heritage to federal, provincial, and municipal governments. He has lived and worked in Africa (Ghana and Nigeria) and Asia (Singapore, India, and Japan). At the community level, Jim has held a variety of positions in several heritage organizations including the Federation of Nova Scotian Heritage, the Royal Nova Scotia Historical Society, Pier 21, Multicultural Association of Nova Scotia and the Canadian Oral History Association.

Marilyn Wilkins, Wilmot
Marilyn is a municipal councillor for the County of Annapolis and is in her 16th year of service. Since her initial election to council, she has chaired the Heritage Advisory Committee for Annapolis County. The year 2005 marked, "400 years of Living and Working Together" in Annapolis County. Marilyn played a central role in these celebrations by co-chairing the Focus 2005 Committee. This committee developed a Calendar of Events listing almost 200 community activities celebrating this very significant year throughout Annapolis County. In addition to her role as councillor, Marilyn is involved in numerous other community organizations.

Ronald Caplan, Wreck Cove
For 27 years, Ronald has edited and published Cape Breton's Magazine, a magazine devoted to history, natural history, and the future of Cape Breton Island. He also publishes Breton Books including over 75 books of history, biography, poetry, folklore, and drama, most of which were written by Cape Bretoners. Among a number of formal recognitions he has received for his work, Ronald was awarded an honor-

ary doctorate from Cape Breton University in 1999. Breton Books also promotes all Cape Breton publishing by issuing an annual catalogue that reaches over 35,000 people on the Island and away. Ronald is currently vice-president of the Atlantic Publishers Marketing Association.

John Wesley Chisholm, Musquodoboit Harbour
John Wesley is currently president of Arcadia Entertainment. He has a 15-year background in television production, arts management, and administration. After working on the design and implementation of the Film and Video Tax Credit financing system in Canada, he moved into production and financing work. His awards and nominations include Juno's, Gemini's, Genies, Atlantic Film Festival, and East Coast Music awards. In the past five years he has produced over 50 documentary programs on ocean-related themes. These programs have been shown on Discovery, National Geographic, History, Canal D, Outdoor Life, Vision, and CBC, and sold in over 130 countries.

Elizabeth Cromwell, Birchtown
Born in Shelburne, Elizabeth completed training in social welfare work in 1969. She became a caseworker and then a casework supervisor with the Children's Aid Society of Shelburne County until her retirement. In the late 1980s, Elizabeth helped found the Shelburne County Cultural Awareness Society – now the Black Loyalist Heritage Society – to promote and celebrate minority groups in Shelburne County. She was president of the society from its inception until 2002. Elizabeth was a member of the board of directors of the former Black United Front from 1989-1993 and served on the board of the Black Cultural Society of Nova Scotia from 1992-1994. Currently, Elizabeth serves on the Christ Church Council and Parish and is a member of the Congress of Black Women of Canada. Elizabeth received the Flare Magazine Volunteer Award in 2000 and among numerous other honours, she received the Commemorative Medal for the 125th Anniversary of Canada's Confederation in 1992, the Queen's Golden Jubilee Medal in 2002 and was inducted into the Dr. W.P. Oliver Wall of Fame at the Black Cultural Centre. Elizabeth now lives in Birchtown with her husband, Everett.

Joyce Rankin, Judique
Joyce was born and raised in Judique, went away to see the world, and has come back home. She currently manages the Celtic Music Interpretive Centre in Judique. She sits on the boards of the Rural Communities Foundation of Nova Scotia and the Iona Connection Heritage Network. As an amateur historian, folklorist, and genealogist, Joyce writes both fiction and non-fiction. At My Mother's Door is a collection of her poetry (now a theatre production) that tells the stories of, and celebrates, generations of Cape Breton women. She has read her work at ceilidhs and literary gatherings in Nova Scotia and Scotland.

Candace Stevenson, Halifax
Candace Stevenson has had a 28 year career in the heritage sector including 17 years as Executive Director of the Nova Scotia Museum and 7 years as Executive Director of Heritage and Culture for the NS Department of Tourism and Culture. Since her retirement from the Province in 2000, she continues to be active in the not-for-profit sector as a consultant and a volunteer with several prominent boards and committees. In 2001 Candace was named a Fellow of the Canadian Museums Association.

Sara Knight, Bridgewater
After graduating from Dalhousie University with her law degree in 2004, Sara spent a year articling in Halifax and is now a solicitor with the Halifax Regional Municipality. While an undergraduate student studying history at Queen's University, Sara spent her summers working at Black Creek Pioneer Village—a living history museum just outside of Toronto. During this time Sara focused primarily on the development and delivery of education programs for children and the general public. Her main area of academic interest is Canadian social history, with a focus on the nineteenth century. Sara has published two papers on the history of the United Church and has a keen personal interest in military history and the history of Nova Scotia.

Gabriel LeBlanc, D'Escousse
During his 38 years as an educator, Gabriel served as a teacher of history, an administrator, and a director before his recent retirement. Mr. Leblanc is currently a member of the Minister's Advisory Council for Acadian Affairs. He participates as a member of the Consultative Committee for Parks Canada on Acadian history. And he is also an executive member of the Society to Promote Grand Pre (the site). Gabriel has held volunteer leadership positions with the Centre la Picasse and the Historical Society of Isle Madame (Français). Through his volunteering efforts, Mr. Leblanc has been involved in the restoration of the ancient cathedral in Arichat and with the Marine Centre in Petit-de-Grat.

Appendix II

Schedule of Community Consultations - 2005

(Conducted by Voluntary Planning's Heritage Strategy Task Force prior to Interim Report)

Monday, November 7 **Cheticamp**
Centre Acadien, 35 Baron Rd.

Tuesday, November 8 **Kentville**
Kentville Fire Hall, 463 Main St.

Wednesday, November 9 **Membertou**
MembertouTrade and Convention Centre
50 Maillard St.

Wednesday, November 9 **Annapolis Royal**
Annapolis Royal Fire Hall, 5 St. Anthony St.

Wednesday, November 9 **Lake Charlotte**
The Cookhouse, Memory Lane Village

Thursday, November 10 **Church Point**
Amphitheatre B34, Universite Sainte-Anne

Thursday, November 10 **Sherbrooke**
Sherbrooke Village Exhibit Centre, 42 Main St.

Tuesday, November 15 **Shelburne**
Osprey Arts Centre, 107 Water St.

Tuesday, November 15 **Baddeck**
Alexander Graham Bell Museum
559 Chebucto St.

Tuesday, November 15 **Truro**
Glengarry Inn, 150 Willow St.

Wednesday, November 16 **Pubnico**
West Pubnico Fire Hall, #897, Route 335

Wednesday, November 16 **Amherst**
Lion's Club, 9 Electric St.

Wednesday, November 16 **Port Hawkesbury**
Port Hawkesbury Civic Centre, 606 Reeves St.

Thursday, November 17 **Yarmouth**
Yarmouth County Museum, 22 Collins St.

Thursday, November 17 **Parrsboro**
Parrsboro Fire Hall, 235 Willow St.

Tuesday, November 22 **Dartmouth**
Black Cultural Centre, 1149 Main St.

Tuesday, November 22 **Lunenburg**
Fire Hall, 25 Medway St.

Tuesday, November 22 **Antigonish**
St. Ninian's Place, 120 St. Ninian St.

Wednesday, November 23 **Liverpool**
Legion Branch 38, 64 Henry Hensey Dr.

Wednesday, November 23 **Halifax**
Holiday Inn, 1980 Robie St.

Wednesday, November 23 **Canso**
The Lion's Den, 98 Queen St.

Thursday, November 24 **Stellarton**
Museum of Industry, 147 North Foord St.

** Simultaneous translation provided*

Appendix III

Schedule of Community Consultations - 2005

(Conducted by the Office of African Nova Scotian Affairs on behalf of the Heritage Strategy Task Force prior to Interim Report)

November 9, 2005	Gibson Woods
November 9, 2005	Amherst
November 9, 2005	Whitney Pier
November 9, 2005	Sunnyville
November 10, 2005	Lincolnville
November 13, 2005	Glace Bay
November 16, 2005	Inglewood
November 16, 2005	Yarmouth
November 16, 2005	Truro

Appendix IV

Stakeholder/Expert Sessions

Tuesday, October 25, 2005

Dr. Daniel MacInnes, Professor, Department of Sociology and Anthropology, St Francis Xavier University

Dr. Kenneth MacKinnion, Professor, Department of English and Atlantic Canada Studies, Saint Mary's University

Theresa Meuse, APC Health Technician, Atlantic Policy Congress for the First Nations' Chiefs

Lyn Elliot Sherwood, Executive Director, Heritage Canada

Eric Zscheile, Associate Negotiator, Kwilmuk Maw-Klusuaqn Mi'kmaq Rights Initiative

Janice Maloney , Executive Director, Kwilmuk Maw-Klusuaqn Mi'kmaq Rights Initiative

Susan Charles, Executive Director, Federation of Heritage

Joliene Stockley, Community Development Coordinator, Federation of Heritage

Gordon Hammond, HRM Representative, Federation of Heritage

Bill Greenlaw, Executive Director, Heritage Division

Jean Leger, Executive Director, La Fédération acadienne de la Nouvelle-Écosse (FANE)

Wednesday, October 26, 2005

Michael Moosberger, University Archivist Dalhousie University, President, Council of Nova Scotia Archives

Karen White, Education, Outreach and Network Archivist, Council of Nova Scotia Archives

Alexandra McCallum, Executive Director, Multicultural Association of Nova Scotia

Asna Adhami, Member, Chief Diversity Advisory Committee

Dr. Cherif Mata, Centre for Peace, Human Rights and Multiculturalism

Brian Speirs, Provincial Archivist, Department of Tourism, Culture and Heritage

Wayn Hamilton, Executive Chief Officer, Office of African Nova Scotian Affairs

Paul Collins, Curator, Community Museum Assistance Program, Department of Tourism Culture and Heritage

David Christianson, Archeologists, Nova Scotia Museum

Bob Ogilvie, Curator of Special Places, Nova Scotia Museum

Monday, January 16 2006

African Nova Scotia – various members
- Jessica Lightbourne
- Margo Hampden
- Syliva Parris
- Joclyn White
- David States
- Karen Green-McIvor
- Shauntay Grant

Atlantic Jewish Council – Jon Goldberg, President

Chinese Association of Nova Scotia – Fred Lee, Past President

Arab Canadian Association of the Atlantic Provinces – Dr. Ismail Zayid, President

Indo-Canadian Association of Nova Scotia – Sam Jaggi, President

German Canadian Association of Nova Scotia – Rene Botzenhardt, Representative

Scandinavian Society of Nova Scotia – Knut Lonningdal, President

Canadian Lebanon Society – Teddy Zaghloul, President

Tuesday, January 17 2006

Mi'kmaq Cultural Network – various members
- Hal Theriault
- Shannon Googoo
- Mabel Joe
- Mary Collier
- Adrian Paul
- Gerald Gloade
- Lindsay Marshall
- Deborah Ginnish
- Leah Rosenmeier
- Melanie Robinson
- Phyllis Googoo
- Leroy Denny
- Lisa Francis

Acadian Community – various members
- Richard Landry
- Barbara LeBlanc
- May Bouchard
- Jean Louis Robichard
- Ronald Bourgeois
- Daniel Comeau
- Ian Emirault
- Cécile d'Entremont-Bourque
- Daniel Verchery
- Napoleon Chiasson
- Stan Surette
- Bill Gerrior
- Elaine Thimot
- Erina Termine
- Jean Legere
- Robert Fougere

Thursday, January 26, 2006

Mr. Dennis Cochrane, Deputy Minister of Education

Bruce Fisher, Social Studies Consultant, Department of Education

Owen Ferguson, Representative, Historical Federation

Theresa Kewachuk, President, Social Studies Teachers Association

Don Julien, Executive Director, The Confederacy of Mainland Mi'kmaq

Joe B. Marshall, Executive Director, Union of Nova Scotia Indians

Carole Thorn, President, Tourism Industry of Nova Scotia

Jennifer McKeane, Sustainable Tourism, Tourism Industry of Nova Scotia

Alan Parish, President, Nova Scotia Heritage Trust

Friday, January 27, 2006

Marven Moore, Director, Site Operations, Nova Scotia Museum

Calum Ewing, Director Of Operations, Nova Scotia Museum

Kelliann Dean, Deputy Minister, Department of Tourism, Culture and Heritage

Marsha Andrews, Executive Director – Tourism Division, Department of Tourism, Culture and Heritage

Bill Greenlaw, Executive Director- Heritage Division, Department of Tourism, Culture and Heritage

Fernand Lévesque, Direction des politiques culturelles et de la propriété intellectuelle, Gouvernement du Québec

Rick Williams, CEO, PRAXIS Consulting (population changes)

Rita Scagnetti, Director, Ontario Ministry of Culture Heritage & Libraries Branch

Tuesday, January 31, 2006

Peter Sheehan, Representitve, Advisory Council on Heritage Property

Bill Plaskett, Heritage Conservation Planner, HRM Planning and Development Services

Wednesday, February 1, 2006

Donovan Rypkema, President, Heritage Strategies International

Tuesday, February 14, 2006

Ray Plourde, Wilderness Coordinator, Ecology Action Centre

Kermit deGooyer, Conservation Planner, Ecology Action Centre

Walter Regan, Director, N.S. Salmon Association

Claire Robinson, Board Member, Canadian Parks & Wilderness Society

Tim Harmon, Director, Trout Nova Scotia

Judith Cabrita, Tourism Consultant; former President, Tourism Industry Association of Nova Scotia (TIANS)

Tuesday, February 28, 2006

Robert Grenier, Senior Marine Archeologist & Manager, Underwater Archaeology Parks Canada

Willis Stevens, Senior Marine Archaeologist. Underwater Archaeological Services Parks Canada Agency

Wednesday, September 13, 2006

Steve Talbot, Executive Director,
Forest Products Association of Nova Scotia

John MacLellan, President

Forest Products Association of Nova Scotia

Andrew Fedora – Coordinator

Federation of Nova Scotia Woodland Owners

Lewis MacKinnon, Policy Advisor & Executive Assistant To the Minister for Gaelic Initiatives & Transportation & Public Works

Paul Gallant, Chair of the Council,
Nova Scotia Arts and Culture Partnership Council members:

Terry Kelly, Secretary of the Council,
Nova Scotia Arts and Culture Partnership Council

Kim Reinhardt, Member,
Nova Scotia Arts and Culture Partnership Council

Peggy Tibbo-Cameron - Senior Policy Advisor
Culture Division, Department of Tourism, Culture and Heritage

Jessica Peddle - Coordinator, Research & Partnerships
Culture Division, Department of Tourism, Culture and Heritage

Julia Landry - Conservator in private practice,
President Atlantic Regional Group of the Canadian Association for the Conservation of Cultural Property

Heidi Sobol - Conservator in private practice,
Provincial Representative Canadian Association for the Conservation of Cultural Property

Colleen Day - Senior Conservator
Parks Canada Atlantic Service Centre
Secretary, Canadian Association of Professional Conservators

Chris Lavergne - Senior Conservator
Atlantic Regional Group of the Canadian Association for the Conservation of Cultural Property

Gordon Hammond – President
Federation of Nova Scotian Heritage

Susan Charles – Executive Director
Federation of Nova Scotian Heritage

Appendix V

Voluntary Planning ... A Citizens' Policy Forum

MISSION

To measurably improve the social, economic and environmental well being of all Nova Scotians by providing the Premier and Cabinet with valuable volunteer and citizen-based advice on relevant policy issues for today and for the future.

ENGAGING CITIZENS

Voluntary Planning provides citizen-based input to government on policy issues affecting the lives of Nova Scotians. To do so, it draws on the expertise of volunteers who seek, hear, consider and deliberate on input and thought gained through various forms of public consultation. This approach is rooted in the belief that democracy is strengthened when citizens are engaged in an inclusive and transparent policy process designed to produce advice to government and fellow Nova Scotians.

To this end, Voluntary Planning strives to include all Nova Scotians geographically, sectorally and socially, and to operate in the service of government's policy needs but at arm's length from government. Finally, the process is transparent so that it is fair, and is perceived to be fair, in representing the views of citizens.

January 2006

Suite 600, Joseph Howe Building
1690 Hollis Street, Halifax, N.S. B3J 3J9
Tel: (902)424-5682
Toll Free: 1-866-858-5850
Fax: (902)424-0580
www.gov.ns.ca/vp

Appendix VI

Voluntary Planning Board of Directors and Staff

BOARD OF DIRECTORS

Ron Smith, Chair, Dartmouth
W. Carl Doty, Yarmouth
Suzanne Drapeau, Halifax
J.D. Eisenhauer, Lunenburg
Jim Henley, Halifax
Margaret MacDonald, Halifax (Treasury and Policy Board representative)
Rick MacDonald, Halifax
Russell MacDonald, Groves Point
Daniel MacInnes, Antigonish
Teresa MacNeil, Johnstown
Louis Tousignant, East Berlin

Please note that board member biographical information is available on the Voluntary Planning Website at www.gov.ns.ca/vp.

Staff:
Leo Dillman, Executive Director, Voluntary Planning
Chuck McKenna, Project Manager, Voluntary Planning